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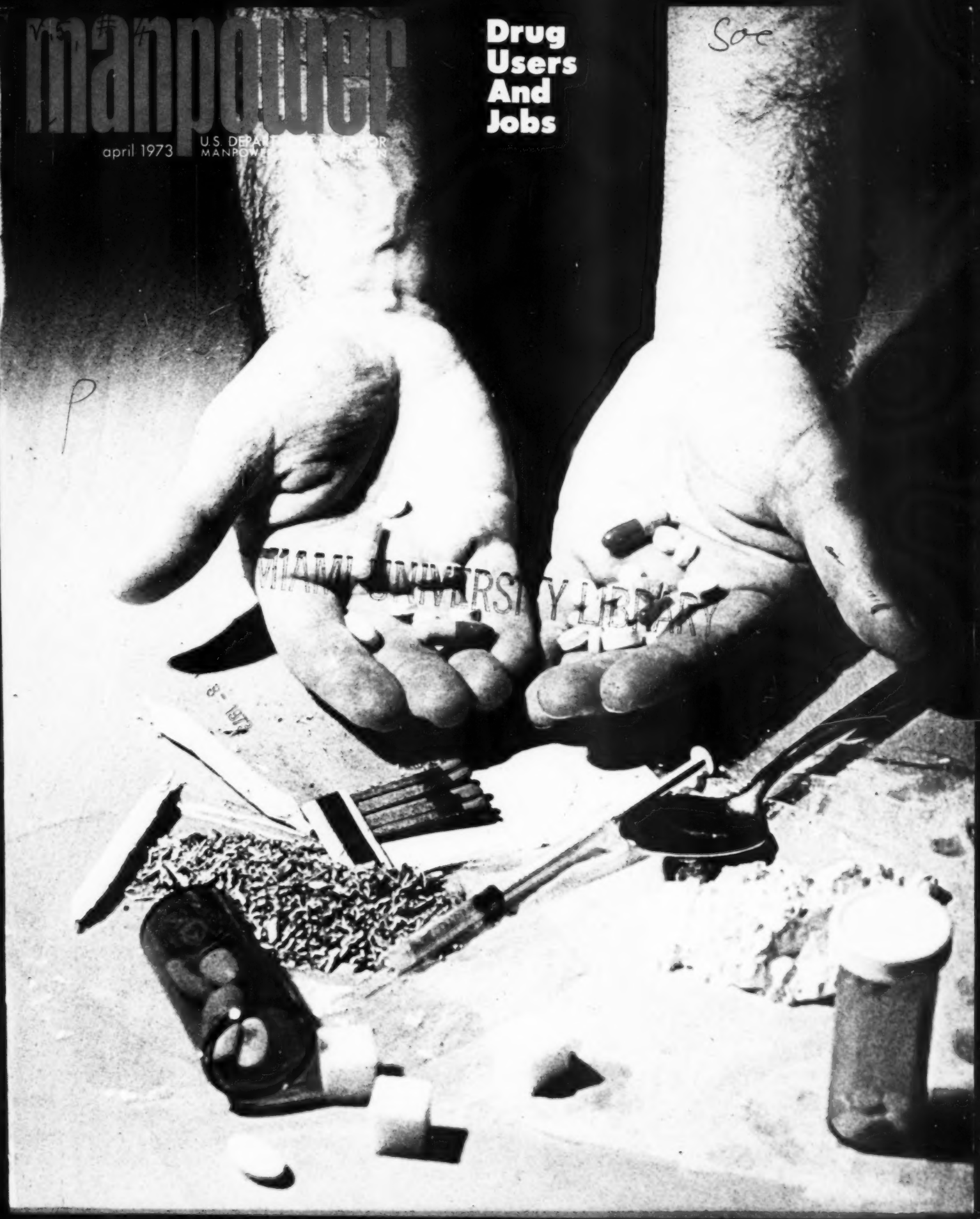
Drug Users And Jobs



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manpower
volume 5 number 4 U.S. DEPARTMENT OF LABOR MANPOWER ADMINISTRATION

In this issue . . .

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Drug Users And Jobs

by Philip Mason

Study Finds Little Coordination Between Rehabilitation Efforts and Employment

Drug addiction is one of the gravest social problems of our times. And because drug users generally are adults—or teenagers approaching adulthood—the question of their employment and economic independence is a foremost one. The sharpness of the dilemma that faces the drug user seeking a job is dramatized by an excerpt from the drug abuse section of the medical department manual of a major company:

"An individual identified as an active addict at the time of the preplacement medical examination will be rejected from employment. Ordinarily we would expect a 'cured' addict to be drug free for 2 years and demonstrate a stable pattern of adjustment before considering employment." But, as a recent drug abuse study done for the U.S. Department of Labor's Manpower Administration points out, "It remains for someone other than (the company) to explain how an ex-addict can maintain 'a stable pattern of adjustment' over a period of 2 years when he is unable to get a job."

The study, *Employment and Addiction: Perspectives on Existing Business and Treatment Practices,*[1] undertaken for the Manpower Administration by Dr. I. Ira Goldenberg of Harvard University's Graduate School of Education, paints a discouraging picture. The purpose of the study was to assess existing business practices concerning drug use by employees—and prospective employees—and to look at employers' relationships with manpower and drug addiction control agencies. This was intended as a background for developing potential models for coordinated activities by employers, drug rehabilitation clinics, and manpower development agencies—all aimed at enhancing employment stability of drug users and ex-addicts.

Although the study interviewed employers and drug rehabilitation agency staffers only in Massachusetts, and the

Philip Mason is a member of the Manpower Administration information staff.

[1] The study is available from the National Technical Information Service, 5285 Port Royal Rd., Springfield, Va., 22151, for $3 for a paper copy and 95 cents for microfiche (specify accession number PB 211650). Please enclose payment with order.

Greater Boston area in particular, the researchers believe their findings are "more than likely characteristic of situations elsewhere, perhaps even nationally." At the same time, they acknowledge that there may be considerable variation in the circumstances affecting addicts, drug rehabilitation programs, employers, and manpower-related agencies in different States and local settings.

In brief, this is what the study found:

- Very few—15 percent or less—drug programs make use, extensive or otherwise, of "world of work" concerns or resources in their attempts to work with drug users or abusers.
- Employers show little inclination to develop any formal or informal mechanisms to employ, assist, or otherwise support drug users or ex-users who wish to become employed or trained for potential stable employment.
- There do not presently exist any discernible relationships between drug programs and employers aimed at developing the mechanisms necessary for training, employing, or otherwise assisting drug users or ex-users who wish to become gainfully employed.
- Given the thinking and actions of both drug programs and employers, there is a real question as to whether the two parties can ever fully mobilize their resources to assist drug users and ex-users with the problems inherent in the training-employment process.

One of the tasks with which the researchers were charged was to review the literature on drug abuse, rehabilitation, and employment practices. In this review, they focused on the relationship between drug abuse and the "world of work," on the impact of drug abuse on production and job performance, and—most importantly—on how employment practices affect the process of rehabilitation.

In our culture, the study points out, there is a myriad of drugs and chemical substances with potential for abuse. Some are readily available, and moderate abuse, as with alcohol, or even excessive abuse, as with nicotine and caffeine, is socially acceptable. Other drugs—barbiturates, tranquilizers, and amphetamines—are available through prescriptions and moderate abuse is not socially ostracized. There remain, however, a number of drugs not available through legitimate channels, and the moderate abuse or even occasional use of them is frowned upon by the larger proportion of our society.

The researchers contend that in view of its physical, psychological, and social effects, alcohol should be included in any discussion of drug abuse. However, because of the special body of research on it and the broad programs for rehabilitating the alcoholic, the Harvard study—like most other drug research—confined itself to abused drugs other than alcohol, nicotine, and caffeine.

Effects of Drugs Listed

The drugs most frequently abused fall into the general category of "mood-altering," the study says. There are three main kinds of mood-altering drugs: Depressants, stimulants, and hallucinogens. In considering the effects of drug use or abuse, the study cautions that the effects produced by any drug vary greatly with the dosage. For example, one or two capsules of a barbiturate provide a good night's sleep for an insomniac; a hundred capsules cause death.

Following is what the report says about the effects of the commonly abused drugs and how these effects relate to employers:

Barbiturates—These drugs, one of the most common of which is phenobarbital, are depressants, and are like alcohol in many respects. They have the power to remove inhibitions and release tension, and physical dependence is slow to develop. But when dependence does occur, withdrawal can be quite dangerous.

Severe addiction is not likely to be a problem for employers because a heavy user probably will not attempt to hold a job. What is common, though, especially at executive levels, is a dosage of one or several barbiturates or tranquilizers a day. The degree to which this clouds perception, impairs coordination, or produces drowziness has not been documented. However, barbiturates, tranquilizers, and alcohol when taken in combination produce a higher degree of intoxication than when taken alone. Therefore, the effects of taking a sedative or two during the day to "calm you down" and a drink or two at lunch may indeed be of concern to business and industry.

Opiates—The outstanding characteristic of opiates, which include heroin, codeine, and methadone, is their ability to reduce physical pain. But their ability to relieve tension and anxiety is also well documented. They are depressants, but unlike barbiturates, tolerance of and physical dependence on the opiates develop rapidly. Severity of withdrawal symptoms parallels dosage, but withdrawal rarely results in death. As with barbiturates, however, death can—and often does—occur due to overdose.

The key implication for employment, the study finds, is that when an opiate user is maintained at a constant dosage, tolerance develops to the point where most, if not all, symptoms of drug usage disappear. The Joint Committee of the American Bar Association and the American Medical Association on Narcotic Drugs reported as far back as 1961 that "the addict is a well individual when receiving satisfying quantities of a drug. He responds to work in the normal manner." The committee went on to say that there is "no evidence that the use of a narcotic drug made one less efficient. It

was lack of the drug and the constant preoccupation with obtaining it which lead to a loss of efficiency."

To buttress the argument that some opiate users can work, the study quotes Retired Assistant Surgeon General Lawrence Kolb, one-time superintendent at the Public Health Service drug treatment hospital at Lexington, Ky.:

"Among my own cases I have observed a number of professional and clerical workers as well as laborers who worked regularly for years despite their use of as much as 40 grains of morphine daily. Offsetting the adverse effect on work efficiency, opiates make it possible for some addicts to improve their social relations, and the improvement was carried over into their work habits."

It is acceptance of the above argument, the researchers note, that has led to the establishment of methadone maintenance clinics. Athough essentially the same results could be obtained on maintenance doses of heroin, methadone has at least two advantages over heroin: It is longer lasting, stilling the drug craving 24 to 36 hours compared with 6 or 8 hours with heroin, and it can be taken by mouth, eliminating the mystique of the hypodermic.

Amphetamines—These drugs, which include benzedrine and dexedrine, are central nervous system stimulants. They reduce fatigue, increase wakefulness and alertness, and diminish hunger. Occasional use of small amounts of amphetamines can enhance performance in cases of fatigue, as for long-haul truckdrivers or students studying for exams. Abusers usually take 75-100 milligrams daily, the study says, and come to require the drug to perform at "normal levels." Such abusers may be found in the work force, but little research has been done on possible harmful effects of abuse at this level.

A more serious form of abuse occurs when "speed freaks" inject amphetamines intravenously in large amounts to produce a sense of euphoria. Harmful consequences include liver damage, abnormal heart rhythms, increased blood pressure, severe depression on coming "down" from the drug, and amphetamine psychosis. The researchers believe it is unlikely that this type of abuser will be encountered by employers, although some workers may be "weekend-spree" abusers.

Cocaine—It also is a central nervous system stimulant with effects similar to those of amphetamines, but shorter lasting. Over-dosing can cause death, but contrary to popular belief cocaine is not physically addicting nor does tolerance develop. Cocaine is both sniffed and injected. In large doses it produces violent stimulation and euphoria. Prolonged abuse of cocaine and amphetamines can lead to violent antisocial acts. Abuse of both drugs is on the rise, and the extent to which this will be carried into the plant or office remains to be seen, the researchers say.

Hallucinogens — These drugs — LSD, mescaline, DMT, DOM, and so forth— distort perception of sight, sound, and touch and produce hallucinations. Obviously, a person under the influence of hallucinogens is unable to perform a job, and would be dangerous to himself and others in an industrial setting. Though the researchers found no studies of the frequency of hallucinogen usage in industry, they believe this form of drug abuse is not common in the work scene.

Marijuana—Although classified as a mild hallucinogen, marijuana does not produce hallucinations except under abnormally high dosage. Rather, the effects are exhilaration, relaxation, and sensory and temporal distortion, generally of a pleasantly intoxicating nature. Unlike alcohol, there is no hangover, nor any physiological damage unless massive quantities are used, the study says.

Just as a person may drink alcohol off the job without affecting his work performance, the researchers cite studies showing that marijuana use in and of itself does not affect performance or achievement. In a study of casual (1-4 times a month) versus heavy (20-30 times) usage, all the casual smokers were found to be employed in good jobs or going to school, while 75 percent of the heavy smokers were in good jobs or school.

Marijuana use on the job has been documented and the degree to which small doses affect judgment, perception, and coordination is being researched. The present opinion of the National Clearinghouse for Drug Abuse Information is that "performance may be hampered or unchanged."

Users Barred From Jobs

In the view of the researchers it is impossible to make conclusive statements about the effects of drug abuse in the work situation. The effects of drugs depend upon the personality of the individual user, the nature of the particular drug being used, and the dosage level at which it is being taken.

The causes of drug abuse are seen by the study to lie in the very fabric and nature of modern American society. The researchers see drug abuse among blacks and the Spanish-speaking as a response to the poverty and frustrations of the slums and ghettos of the inner city. For middle-class youth, it is a response to the emptiness and alienation of life in a bureaucratized, materialistic society. Drug addiction—or for that matter, alcoholism —can be eliminated, the researchers argue, only when the conditions that create the need to escape social reality are eliminated.

Efforts to rehabilitate drug abusers and

Drug Users And Jobs

continued

the extent to which employment enhances or hinders these efforts are directly related to employers' and agencies' conceptions of the nature of drug abuse, the researchers found. As the New York State Parole Division noted, "Employers are often very wary about hiring a person who has a history of addiction . . . while social agencies generally are reluctant to help him because of the poor prognosis attributed to persons with a history of drug use."

Although there is general agreement that alcohol is still the major problem faced by industry, many companies have begun to establish policy guidelines for dealing with drug abusers, either in the hiring process or as encountered on the job. With very few exceptions, the study found that these policies provide for "screening out" drug-using job applicants, and immediate dismissal of an employee when he is discovered to be using drugs. To accomplish the latter, companies are training supervisory personnel to recognize the signs of drug abuse. Lower level workers using drugs are likely to be released on discovery; higher level employees may get an offer of help from the company.

Literature Stresses Dangers

Employers apparently are intent on weeding out drug users because they have become convinced that drug abuse means high turnover, a rise in thefts, absenteeism, and poor work performance, the study says. Literature on the subject directed to businessmen constantly warns of the dangers the drug abuser presents to industry.

Many employers have come to define drug usage in and of itself as constituting job performance impairment, especially for lower level jobs. Such a policy punishes applicants without giving them an opportunity to meet job performance requirements, the researchers say. It also fails to take into consideration the fact that drugs have varied effects depending on the type and dosage. Taken in moderation, some drugs—amphetamines and tranquilizers—may even improve work performance, the researchers point out.

The study cites the report of a New York demonstration center operated by the National Institute of Mental Health that, "Employers did not find addicts difficult to work with. . . . While there were reports of petty theft, no violence or other serious behavior problems were reported." The Cornell University Conference on Drugs and Alcohol reported that "there is no widely accepted definition of what behavior constitutes job performance impairment, and this situation necessarily leads to arbitrary or preferential treatment."

The researchers suggest four possible approaches to dealing with the problem of addiction and employment:

- Adding manpower services to drug rehabilitation agencies.
- Adding—or increasing—rehabilitation services to manpower programs.
- Giving rehabilitation programs the resources to purchase manpower services.
- Creating new—and perhaps temporary—agencies equipped to provide both drug rehabilitation and manpower training services.

The researchers favor the last two approaches. They recommend that the new agencies be relatively small, private, nonprofit, experimental, and administrated by a body composed of ex-drug addicts, employers, and drug rehabilitation personnel —the three "target populations" most involved in and affected by the problem at hand.

They warn that creating new agencies can cause serious problems. All too often the new agencies take the heat off existing—and often well-funded—agencies, thus further insulating them from the very problems in which they should be actively involved. The researchers also point out that temporary agencies have limited impact on basic programs and tend, over time, to become permanent fixtures, competing for limited resources and worrying more about their own perpetuation than dealing with the problem for which they were brought into being.

Despite these concerns, the researchers believe a case still can be made for creating temporary agencies dealing with addiction and employment. First, such newcomers can spur more forceful action by established programs—as some community action agencies spurred some employment service agencies in the middle sixties. Second, it should be possible to limit the duration of such experimental new agencies. And finally, the new agencies could be absorbed by permanent agencies if and when their effectiveness has been demonstrated and documented.

Many Agencies Involved

The researchers also call for treating addicts and ex-addicts as a "special problem group," as are welfare recipients, the physically handicapped, and ex-convicts, all of whom are the beneficiaries of special programs or efforts.

The researchers believe that efforts to deal with the problems of addiction and employment should involve not only the Department of Labor, but other agencies as well, including the Department of Health, Education, and Welfare, the Department of Housing and Urban Development, and the Department of Justice. They point out that "the primary responsibility for new developments in the area" rests with the new Special Action Office for Drug Abuse and Prevention. The researchers also suggest that drug rehabilitation programs provide the funds to pay for manpower services for drug users. □

Telling the Employment Service Story

Virginia Information Project Builds Public Understanding and Acceptance

by Peter Boisseau

"Some People Don't Think Much of Us," the headline on the full-page ad in Virginia's major daily newspaper said. "Others don't think of us at all," it continued in smaller type.

The rest of the copy set forth reasons why people should think about the Virginia Employment Commission (VEC) as a place to find qualified workers. It was part of a carefully orchestrated campaign to increase public understanding and acceptance of the public employment service in Virginia. And it worked.

"We were proud of the job we

Peter Boisseau is director of information services for the Virginia Employment Commission.

Others don't think of us at all. Unfortunately, if they do, they think of long lines of people waiting for unemployment insurance checks. We say this is unfortunate because paying people benefits, which they have worked to earn, is just a part of what we do, and can do for people.

For example, we have a new computerized manpower location system called "Job Bank." It's something like a multiple listing of job openings. It's in operation in Richmond and Norfolk right now, and is being installed statewide as soon as possible.

We have also installed a new employers' "Hot Line."* The Hot Line is your direct link to a Commission officer with the experience and authority to take action right away on your specific manpower problem.

And if that isn't enough, consider this. If the people with the specialized skill you require are not in our files, we'll go out and find them, test them, train them, and in some cases even pay you while they learn on your equipment. These are just a few of the services available today from the Virginia Employment Commission, an equal opportunity employer. Since you've already paid for them with your tax dollars, doesn't it make good sense to check with us first? Think about it! The Virginia Employment Commission. For people who need people.

Some people
don't think much of us.
Virginia Employment Commission
Advertising created in the public interest by Webb and Company, Inc.

* Employers' Hot Line names and phone numbers: Richmond—*Harlen O. Ware, 770-6001* / Charlottesville—*T. E. McGehee, 293-5124* Warsaw—*Norman V. McElroy, 333-2581* / Petersburg—*Mrs. Arline P. Phillips, 733-0210* / South Boston—*Gable J. Hupp, Jr., 572-4908* Farmville—*Sumner R. Pugh, Jr., 392-3675* / Emporia—*John W. Nash, Jr., 643-2326.*

were doing, but we were concerned that not enough people knew about it, about what we could do for them," says William L. Heartwell, Jr., commissioner of the VEC. "To many people we simply had no image at all, and others saw us negatively as the 'unemployment office.' "

For several years preceding the 1970-71 economic downturn, the VEC had made more than 100,000 placements a year, while employment service placements were dropping nationally. Its MDTA and Job Corps programs ranked among the top five nationally in performance. About half of the VEC's placements were minority group individuals and the agency's placement of the disadvantaged and veterans consistently exceeded projections.

When the slump hit, placements dropped for the VEC, too. But even with a lethargic economy there were job vacancies in the State which were not being listed with the VEC. And the fact that Virginia's economy was never as hard hit as the Nation's as a whole helped immeasurably.

With this background of a solid manpower agency in the midst of an economic slump, the VEC began its employer relations campaign to attract more job openings from more employers as the key to increasing placements. As Heartwell explains it:

"We felt that if we could increase our inventory of job openings, we could increase our placements in fields where our listings were relatively limited—such as white-collar occupations. And we would also increase our placements of veterans, the disadvantaged, the handicapped, minority groups, youth, and older workers. In short, by promoting and offering a comprehensive employment service to employers, we could improve the performance of our agency across the spectrum of our assignments."

Could the VEC deliver on such a promise? Did it really have qualified white-collar personnel on file? Normally, it did not, but the tight job market had produced some changes. Many persons who had never been out of work in their lives were looking for jobs. Sooner or later, perhaps reluctantly, perhaps only to file for unemployment insurance, they would find their way to the VEC, expecting little in the way of real help. The VEC had already begun special direct mail programs to assist engineers, technicians, and scientists laid off in the aerospace and related fields and to help recent college graduates. If the public information project produced results, it would benefit these groups, too.

'We Felt Like Pioneers'

It was evident that achievement of the VEC's objectives required new approaches and ideas. To produce them, a Richmond-based advertising agency, Webb & Company, was retained. After considerable research into the VEC and its public information problems, Webb & Company outlined an ambitious program to:

- Portray the VEC to employers as a vibrant, efficient agency which was a logical first contact to fill any type of job opening.
- Generate more job orders for skilled workers.
- Encourage jobseekers, particularly the highly qualified, to use the VEC.
- Improve VEC employee morale.

In July 1971 Webb & Company presented its recommended approach to achieve these objectives, including three actual proposals for ads. The proposals were enthusiastically received by the VEC, and Webb & Company was anxious to get started. There was just one hitch—the VEC didn't have any money for the program.

The VEC developed a $150,000 proposal for an experimental and development project and presented it to the Manpower Administration for funding. After turning down the first proposal, the Manpower Administration approved a scaled-down version of the project in the amount of $78,000, largely because it coincided with the new national emphasis on employer relations and placements. If it wasn't the first such project ever approved, it is one of the few. "We felt like pioneers," said Webb & Company president Richard Athey.

The first element in the project was a new logo or service symbol which Webb & Company designed for the VEC to give the agency visual identity. The VEC began replacing the old fashioned United States Employment Service (USES) symbol in its publications and even redesigned its stationery, omitting the State seal in favor of the new design.

"A lot of people think a logo should be just a fancy way of writing your initials, but I think a logo should symbolize, as nearly as possible, the organization it represents," Athey said. "This was very difficult in the case of the VEC, which administers many programs, but the one common feature of all these programs is people."

The VEC's new logo features a stick person in a circle surrounded by a stylized "V" to indicate that people are at the center of everything it does. More important, the design lends a contemporary, professional touch to the agency.

The ads were designed to give this same feeling to employers. To do this in the face of a bad image—or no image—and within a limited budget, Webb & Company felt that strong, memorable ads were needed. The ads relied on a dramatic headline and artwork to get readers into copy about Job Bank and other improvements in the agency's capability. In addition to the nongovernmental look of the ads, they introduced a new idea: The employers' Hot Line.

This is a new marketing concept being used effectively by some of the country's leading corporations in responding to the current emphasis on consumerism. Webb & Company felt it could be used with equal success by the VEC.

The ads were candid. "We didn't think it would work if we just said, 'Hey, we're the biggest and best employment agency in the State,' because no one would believe it," Athey explained. "The ads had to be believable. That's why we used the approach, 'The Unemployment Commission Is Dead.' " ("It died in 1962 when we became the Virginia Employment Commission," the ad continued.)

Aside from its shock value, the ad pointed out that more had changed about the Commission than just its name and outlined recent improvements in the employment service. Each ad mentioned Job Bank, the Hot Line—"your direct link to a Commission officer with the experience and authority to take action right away on your specific manpower problem"—and closed by pointing out: "Since you've already paid for these services with your tax dollars, doesn't it make good sense to check with us first?"

Ads Continued 3 Months

Another ad said, "Get a Ph. D. from VEC," to inform employers of the Commission's highly successful efforts to find new career slots for several hundred aerospace and defense industry research personnel laid off by cutbacks in Federal spending. It told employers that if the VEC could place Ph. D.'s, perhaps it could provide secretaries. This ad also said something to potential applicants.

"We're convinced that thousands of unemployed workers never call on VEC for assistance," Athey said. "In many cases, particularly among professional-technical people, pride and lack of understanding of the Commission's services are the causes. By publishing ads which let these highly motivated and productive people know they're in good company, they can be attracted to VEC's offices."

The agency felt that the ads it had designed for these purposes also would have a positive effect on the morale of VEC employees. The ads began appearing on the business pages of major daily newspapers in mid-April and continued over a 3-month period. By June, employers' job orders with the VEC had increased 22 percent. No doubt the improvement in the economy and the requirement that Federal contractors list their jobs with the State employment service contributed to this increase. However, during a 1-week survey of all job orders called into the Richmond area Job Bank, 15 percent of employers said that they were calling as a direct result of the ads.

"We were prepared for some criticism for spending tax funds for ads," Heartwell recalls. "Instead, what we got during this survey was praise. Some of it was faint praise, like, 'It's about time you started doing something like this.' "

Because of the time necessary to develop the professional quality that Webb & Company and the VEC wanted, television commercials could not be ready until late spring 1972, near the end of the television year. It was decided to hold off on television until the new fall TV season even though this meant that the campaign would not have its maximum impact by being in all media at once. Webb & Company did produce three public service tapes for radio to reinforce the newspaper ads. These spots featured a 60-second jingle and live music. VEC local offices which have broadcasts on area radio stations, such as job mart programs, got tapes of the jingle to use as the introduction and at the close of their programs. The jingle also was used on the television spots.

The television spots were produced locally for Webb & Company for $15,000. While this is a small amount in view of commercial production costs, it was a sizable chunk out of the VEC's budget. But Webb & Company viewed the cost as money well spent. Since there was a limited amount of money to buy television time for the spots, it was hoped that the spots also would get free exposure on public service time. The best way to assure such exposure was to make commercials of such high quality that TV stations liked to use them.

The first TV spot took a positive approach with shots of computers, the VEC research staff and local office personnel, and quick shots of persons in jobs such as marine biologist to indicate the scope of VEC abilities. It told viewers about this big, efficient employment agency. Only at the end did it reveal that the agency was the VEC.

The second TV spot employed some humor. It showed four employers facing various problems that the VEC could help with. One employer was over-run by all sorts of applicants; obviously they couldn't all be right for his job. Another vignette showed two young men at a job interview—one conservatively dressed, the other ultra-mod. It quickly develops that the mod guy is the employer who rejects the other as not fitting in with his style.

Stations Treated Equally

A third vignette showed an incompetent parachute rigger, a discouraged airport manager-employer, and an irate parachutist who has survived, just barely, a jump in a chute rigged by the incompetent. As the chutist chases the rigger across the airport, the employer replaces a worn help wanted sign in his window. The final segment of this 60-second commercial showed a reluctant, but determined, VEC employer services representative calling on an employer who happens to be high atop the scaffolding surrounding a giant ship under repair in a dry dock.

"We felt that we could get away with poking a little fun at ourselves at this point," Athey said. "We don't think it would have worked at the beginning of the campaign, however."

The paid television spots ran for 3 weeks beginning in late September. Each station within a media market was treated as fairly as possible; that is, the money was divided evenly rather than according

VEC secretary Joan Cobb looks over a posterized version of an ad telling of a new telephone "hot line" the Commission set up especially for employers.

Webb & Company art director Chris Overholser (left) and president Richard Athey check a proof of one of the ads they developed for the VEC.

The Hot Line.
It's new. Unique. It cuts red tape. And if you're an employer, it helps you solve manpower problems in a hurry. Because it takes you directly to the State's largest single source of qualified people: The Virginia Employment Commission.
The Hot Line number connects you to a VEC officer trained and experienced in finding people for jobs and jobs for people.
We'll send you qualified applicants, and we'll send them one at a time. So you can pick and choose the one who's right for you. And neither of you will pay a fee.
This Hot Line is just one of many new and innovative ways we're responding to Virginia's growing manpower needs.
The Virginia Employment Commission. For people who need people.
Virginia Employment Commission
*Employers Hot Line names and phone numbers: Richmond—Bill Cherry, 770-6801 / Charlottesville—T. E. McGehee, 293-5124 Warsaw—Norman V. McElroy, 333-7581 / Petersburg—Mrs. Annie P. Phillips, 733-0210 / South Boston—Gabe J. Hupp Jr. 572-4668 Farmville—Sumner R. Pugh Jr. 392-3675 / Emporia—John W. Nash Jr. 643-2395

You've got to be kidding! Maybe hod carriers, carpenter helpers, or truck drivers. But not physicists, electrical engineers or computer programmers! Don't you believe it. We keep current files on all manpower skills. For example, we know of at least 30 Ph.D's and over 400 aerospace scientists and engineers available in Virginia right now!
You say, okay, maybe you do have some highly skilled people available, but what about the time and red tape involved?
Our answer is the new employers' Hot Line* and the equally new Job Bank system.
The Hot Line is a direct line to a Commission officer with the experience and authority to take action on your manpower needs right away.
Job Bank is a new computerized manpower location system that's something like a multiple listing of job openings. It's in operation in Richmond and Norfolk right now, and is being installed statewide as quickly as possible.
Still not convinced? Consider this. If the people with the specific skill that you require are not in our files, we'll go out and find them, test them, train them, and in some cases even pay you while they learn on your equipment!
One more point. Since your taxes have already paid for this service, doesn't it make good business sense to check with us first? The Virginia Employment Commission, an equal opportunity employer.
For people who need people.
Get a Ph.D from VEC.
*Employers' Hot Line names and phone numbers: Richmond—Norton O. Ware, 770-6801 / Charlottesville—T. E. McGehee, 293-5124 Warsaw—Norman V. McElroy, 333-7581 / Petersburg—Mrs. Annie P. Phillips, 733-0210 / South Boston—Gabe J. Hupp Jr. 572-4668 Farmville—Sumner R. Pugh Jr., 392-3675 / Emporia—John W. Nash Jr., 643-2395.

The Unemployment Commission is dead!

to ratings and other sophisticated advertising techniques. The equal treatment arrangement and the problem of the limited budget were explained to each station, along with a request that they run the spots as public service announcements to supplement the paid time. This approach proved successful.

Since the television spots, like the newspaper ads, were aimed largely at employers, paid TV time was bought to maximize the number of adult men watching, not total audience, since men over 40 were regarded as the typical employer. This dictated buying a lot of the TV time in nonprime slots, particularly around local news shows and sports events.

The VEC's placement for October leaped 27 percent over the previous year. In contrast, the VEC's total placements for the first 10 months, including the newspaper campaign, were up only 14 percent. Job openings received for the year, primary objective of the campaign, were up 26 percent. Even applications increased 15 percent over 1971, a year in which applications were high because of the economic slump.

The Virginia campaign achieved such demonstrable results that the Manpower Administration authorized expenditure of the remaining $72,000 of the initial funding request to continue the project into 1973. This time it will be possible to mount a campaign simultaneously in all media. But more important from the standpoint of other States, the Manpower Administration has under consideration a campaign covering additional areas based largely on the Virginia pilot project.

If a broader campaign is carried out, it would differ in emphasis from previous media campaigns. Past campaigns usually focused on a specific manpower program or on a target group. Ads urged employers to hire veterans or the handicapped, or ads promoted the Job Opportunities in the Business Sector (JOBS) Program or Summer Jobs for Youth. These advertisements usually ended with, "See Your State Employment Service."

Although nobody opposes hiring the handicapped or veterans, many employers apparently are turned off by the notion of calling their State employment service. The proposed campaign would seek to rectify this by presenting the State employment service as an experienced, efficient agency capable of helping employers and jobseekers in a variety of ways.

"The most important thing to keep in mind is that advertising cannot do it alone," Athey says. "First, you must have a good level of performance, but just as important, you must do a lot of the other things that the VEC did to go along with the advertising portion of the campaign."

Athey referred to, among other things, a series of 13 personnel seminars for employers which VEC Commissioner Heartwell and members of his top staff conducted across the State in the spring as the ads began appearing. These seminars used audiovisual materials to a great extent, including a new 15-minute slide presentation on the overall VEC. Following the slide show, VEC representatives told employers about VEC services and about the then-new changes in unemployment insurance laws to help employers save money on their taxes.

High Visibility Sought

The VEC sought to achieve a high visibility within the communities it serves by increasing the appearance of its top State and local officials on news programs and talk shows. The quality of the agency's publications aimed at employers was upgraded. Direct mail techniques were used to a greater extent. For example, a three-phase mailing program helped introduce Job Bank during the year; two of the pieces were teasers ("We want you to rob our bank."); the third was a brochure telling how Job Bank works.

When hundreds of engineers and scientists were laid off in northern Virginia as a result of Federal cutbacks in spending on aerospace and defense research, the VEC inaugurated Project ASSETS (for Automated System Serving Engineers, Technicians, and Scientists). These professionals filled out special applications which were organized and printed out by computer, reproduced, and mailed to Virginia employers who hired persons with their skills. Requests came in for more complete resumes on hundreds; other applicants were contacted directly by interested employers. More than half of the 1,500 individuals listed by Project ASSETS reported help in finding a new job.

Since then, the VEC has developed a similar computerized mailout for recent college graduates and a noncomputerized listing of available applicants looking for jobs in the health care field. In addition to these statewide mailings aimed at selected employers, regional "profiles" mailings have been developed in several of the State's labor market areas listing representative individuals looking for specific jobs within that area.

"Employers had long complained that we didn't tell them enough about what kind of people were available," Heartwell said. "We think that these programs have gone a long way toward filling this communications gap. While we regard these efforts as placement programs, and our results have been good, they also have been excellent tools to use with employers who are not interested at a particular time in anyone on the lists. At least these employers now know that we can provide job applicants in a wide variety of commercial, technical, and professional occupations. The Hot Line concept also gives employers a means to talk back to us by calling our local office managers directly.

"We think that improved communication is the key to better employer relations and we regard these efforts as just as essential to this communication as the advertising portion of our employer relations drive." □

Not off limits to LOVE

by Timothy Larkin

It's called the Foster Grandparent Program because it involves participants who serve as grandparents to children who do not have one. Need someone who conveys that special kind of love only made by grandparents?

This program, which began in

Not off Limits to LOVE

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It's called the Foster Grandparent Program because all who participate are serving as grandparents to children who desperately need someone who conveys that special brand of love marked "made by grandparents." The program, which began in

Timothy Larkin is a member of the Manpower Administration Information Staff.

Not off limits to LOVE

continued

1965, now includes about 10,500 grandparents. Half of them are between 65 and 71, a third between 72 and 80, 5 percent are older. So, as grandparents should be, they are elderly. They are also poor. Most are women. Half live by themselves and thus keenly understand the loneliness of the long-distance runner. Old and poor and alone and female: The special kind of indeterminate sentence to solitary confinement that tarnishes so many "golden years."

The children served by foster grandparents also live under special circumstances. Most are living permanently or temporarily in institutions—in hospitals and homes for the retarded or neglected or emotionally disturbed.

Separated by a double generation gap, both share a common affliction. To use a Gestalt term, each is suffering from a serious deficiency of lifespace. The children's lifespace has been stunted by a short circuit of nature or nurture. The lifespace of the grandparents, once teeming with the accumulated associations and relationships of a lifetime, has contracted continually until, confounding Donne, each, once a continent, shrinks to an island.

Through the kindly alchemy of Foster Grandparents, the stunted lifespace and the contracted lifespace meet, intermingle, mutually expand and enrich. Love, hardly more than a trace element in the children's lives, becomes a

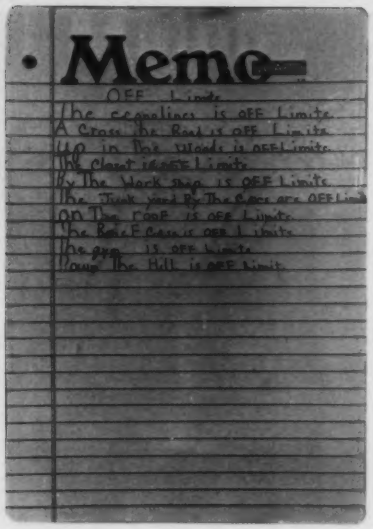
Labor Dept. photos by Robert Moeser

daily gift that arrives on the 9:15 bus.

The program is operated by ACTION, the Federal agency that also runs the Peace Corps, VISTA, and other volunteer programs. Originally designed to provide the elderly poor with an opportunity to help others and gain the modest income supplement of $1.60 an hour for 20 hours of service a week, the Foster Grandparent Program has become a kind of Rosetta Stone, yielding dividends far beyond anyone's expectation. From the cold, unsentimental logic of a benefit-cost analysis done by Booz, Allen Administration

Not off Limits to LOVE

continued


Memo
OFF Limits
The econolines is OFF Limits.
A cross the Road is OFF Limits.
Up in the Woods is OFF Limits.
The Closet is OFF Limits.
By The Work shop is OFF Limits.
The Junk yard By The Cars are OFF Limits
On The roof is OFF Limits.
The Brief Case is OFF Limits.
The gym is OFF Limits.
Down The Hill is OFF Limits.

Service, the program proves fiscally sound. From the point of view of grandparents and children, the return is beyond price. Gently rocking a retarded and handicapped child on her lap, one grandmother summed up the human benefits for all: "I brought up my daughter's child. But then she remarried and took her away from me. I felt closed off. Now I talk to the children and it seems they all smile. I can make any of them smile."

Maryland's Prince George's County Foster Grandparent Program is a good example of the kind of extra dimension of need being uncovered and responded to by the grandparents. Sixty-three grandparents participate in four institutions for children—a residential center and a day care center for the mentally retarded, a residential center for the emotionally disturbed, and a center for delinquents.

Program director Roberta Gross, herself formerly a volunteer, as the foster grandparents are called, pointed to a severely retarded girl in the Great Oaks Center for Mentally Retarded Children. "Some get very close and do things the doctors can't do," she said. "See that lady over - there, Mrs. Murray, the one with the big girl who won't let go of her hand. That girl, Karen, dislikes herself. She dislikes herself so much she wants to be hurt. So she hurts herself. She feels that's what she deserves.

"Do you see her hair? Notice those bald patches? Well she keeps pulling out her hair. And nobody could stop her. Not until Mrs. Murray came along. So, how did Mr... Murray stop her? Why she made Karen a pretty hat. Karen doesn't want to take that hat off, and it's just awfully hard to pull your hair out if you have a hat on. And her grandmother didn't stop there. Bought her a pocketbook too. Karen just loves that pocketbook. Carries it everywhere. Now, if grandma is holding one hand, and Karen's got a pocketbook clutched in the other . . . well, don't you see, she can't do any injury to herself like that with her hands full."

For each two children in the Great Oaks Center there should be one foster grandparent. Unfortunately, there aren't enough grandparents to meet that ratio. Those lucky enough to have a grandparent gain undivided attention for 2 hours on the grandparents' visiting days. "Do I have any favorites?" John White, 70, said, repeating a question. "No. They all different. And they all needs us."

The atmosphere of the Edgemead Youth Rehabilitation Center differs greatly from the neat hospital quiet of Great Oaks. The Great Oaks children are severely handicapped mentally and physically. Life is a spark that glows but faintly under even the most careful protection. Life at Edgemead is more like a forest fire. Movement. Flashes of anger. The heat of tension. High spirits. An undertone of violence barely contained. "I don't know if I can stand any more," says a new teacher standing at the door of an Edgemead class erupting with rebellion. A foster grandparent, working with the same class at the same time, views the scene differently: "It's just lovely here," she says.

In the programs for the mentally retarded the spark of life is kept alive by tender care; in the electric atmosphere of Edgemead the grandparents provide human oases of calm amid the swirl and thunder. Foster grandparent Helen Alexy, 68, tiny, energetic, surrounded by four hulking and slightly glowering boys, sews busily. "They fight; they tear the sleeves out. I sew them back."

But there's a more important though invisible stitchery going on all the time. Perhaps it is best reflected in the line that doesn't appear in a list of rules copied out by Edgemead grammar school scribe Michael Link. Michael wrote in a hand that would have cheered John Hancock:

The econolines is OFF Limits.
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By The Work shop is OFF Limits.
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On the roof is OFF Limits.
The Brief case is OFF Limits.
The gym is OFF Limits.
Down The Hill is OFF Limits.

For Foster Grandparents, however, love definitely is not off limits. □

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News & Notes

Former addicts who are drug free or are receiving methadone perform as well on the job as other workers, New York City Health Services Administrator Gordon Chase has told the city's Commission on Human Rights. But, Chase said, former addicts are looked upon by most employers as poor employment risks and have great difficulty in getting jobs. Testifying at a hearing on the employment problems of rehabilitated addicts, Chase estimated that of 50,000 heroin addicts under treatment in New York, 30,000 were unemployed. Former addicts who are drug free and those on methadone appear to have about equal difficulty getting work, Chase said.

* * *

Although the recipients probably would be just as happy to wait, warrants in Tacoma, Wash., are being served a lot faster now than they used to be, thanks to the efforts of six people hired under the Public Employment Program (PEP). Before the PEP workers came on board, the city had only one police officer assigned full time to serve warrants and there was a big buildup of uncollected fines. The six warrant and process servers hired under PEP have cut the backlog, accelerated the serving of court papers, and increased the city's revenues from fines.

* * *

State and local government personnel are being trained in manpower planning and development in the water pollution control field through a series of courses sponsored by the U.S. Environmental Protection Agency's Office of Water Programs Operations. The courses are being held at various locations throughout the country.

* * *

Would you believe a male chauvinist pig computer? According to Tass, the offical Soviet press agency, male employees at the Novosibirsk computing center got correct answers from the computer but the machine gave women "wrong or absurb answers." As it turned out, the computer didn't resent being questioned by women; it was simply allergic to the type of clothes they were wearing. Synthetic fibers in the women's clothes produced an electric field that disrupted the computer's performance.

Employment counseling, job development, and job placement are the Manpower Administration's primary contributions to an intensive Federal effort to furnish jobs or training to released American prisoners of war from Vietnam. Some 60 experienced employment service counselors have been assigned to the 32 military hospitals in 20 States that are receiving the former prisoners. The counselors are giving the former prisoners labor market and job information advising them on career planning, and briefing them on available manpower services. The counselors will follow up their initial efforts to make sure that the former prisoners' job adjustment and career planning are satisfactory. The Manpower Administration has set aside $500,000 for vocational training for those who want such assistance.

* * *

Manpower Administration programs served 68,000 American Indians in fiscal year 1972, a record high and almost double the number served 2 years earlier.

* * *

Women workers are just about as far behind men in average earnings as they were in 1939, according to the Conference Board, a nonprofit business and research organization. Figures for 1970 cited by the Conference Board show a $5,440 median income for all full-time women workers who were employed year round, compared with $9,148 for men. Large disparities existed in all industries and at all occupational levels, the Conference Board said, and the overall difference of 41 percent was about the same as in 1939. The Conference Board's findings were based on data from the Bureau of the Census and the Bureau of Labor Statistics.

* * *

State employment security agencies have been asked to help fill an estimated 17,000 openings nationwide for police officers by asking local police departments to list their vacancies in the Job Bank. The Manpower Administration has urged employment service placement specialists to advise all veterans of any existing police vacancies and to tell them that military police experience may be particularly useful in filling these vacancies.

A Decade of Manpower Training

by Garth L. Mangum and John Walsh

Shift in Emphasis to Career Objectives Rather Than Immediate Placement Urged

Since its enactment in 1962 the Manpower Development and Training Act (MDTA) has generated a remedial effort directed primarily toward those who are already in the labor market and in trouble there. This effort has been separated from and rarely integrated with preparatory training for those yet to enter the labor market or with upgrading those who are already successful but who have ambitions for greater success. Since we now have over 10 years of experience with MDTA programs, what can this experience tell us about remedial adult occupational preparation? What have been the major successes? Where has it failed to match expectations? How may it be improved?

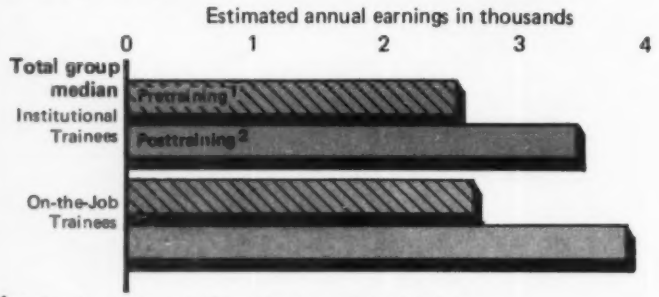
The most important fact emerging from the 10th year evaluation of MDTA is that on the best evidence available, which is data concerning persons enrolled in 1969, the average individual receiving institutional training had increased earnings of $1,876 per year because of his enrollment. The gain for the average on-the-job training (OJT) enrollee was $1,614. (See charts 1, 3, 4, 5, 6.) When these gains are deflated for labor force participation and wage factors, which produced an upward bias, the annual earnings gains would be $1,250 for institutional trainees and $1,092 for on-the-job trainees. Lack of an acceptable control group in the study which produced these findings leaves the conclusion about income gains challengeable. However, the various control groups that have been proposed for manpower evaluations haven't been satisfactory either. Every reasonable contingency has been accounted for, and the income conclusion for the 1969 enrollees is reasonable.

Whether these income gains make the program worth its costs rests upon a value judgment and an issue which only the future can decide: (1) Is it legitimate to spend public funds to increase the earnings of this particular universe of people? (2) Will the earnings gains estimated for the first year after training persist for as long as 2 years? If the answer to both is yes, the effort was worthwhile. If the answer to either is no, the program, at least for that body of enrollees, was a mistake. Since the enrollees were those designated by Congress, the program successfully passes the first test. It passes the second because the limited longitudinal evidence available indicates an earning differential will persist for at least 5 years.

Underlying the annual earnings gains, it is significant that disadvantaged workers appear to have profited more than those not so disadvantaged (see chart 2), that completers

CHART 1

Change in Earnings of MDTA Enrollees, 1969



[1]Median for all those holding at least one pretraining job.
[2]Median for all those holding at least one posttraining job.
Source: MDTA Outcomes Study, Final Report, prepared by Decision Making Information, Inc., for the Manpower Administration.
Note: Above footnotes and source apply to all six charts in this article.

Dr. Garth L. Mangum, professor of economics and director of the Human Resources Institute at the University of Utah, is chairman of the board of Olympus Research Corporation, a nonprofit organization specializing in human resources development research. John Walsh is vice president for West Coast operations for Olympus Research. This article is taken from their recent book, A DECADE OF MANPOWER DEVELOPMENT AND TRAINING, published by Olympus Publishing Company.

profited more than noncompleters, and that longer training was more effectitve than shorter training. It is noteworthy that gains came by offering a route to better jobs, as well as from steadier employment and higher wages. Given the charge that manpower programs more often recycle disadvantaged workers through a secondary labor market rather than providing breakthroughs into a primary market, it is also significant that posttraining jobs were far more likely than pretaining jobs to provide the fringe benefits and job security characteristic of the latter market.

In addition to increasing the earnings of trainees, MDTA has made some notable contributions to institutional training. Institutional training under MDTA has been carried out in three ways:

- Establishment of group training projects to prepare MDTA enrollees for a specific occupation, such as auto mechanic.
- Establishment of MDTA skills centers that offer training in a variety of occupations.
- Individual referral of MDTA enrollees to on-going vocational training programs run by the public school system, proprietary schools, or other institutions. Tuition and other costs incurred by MDTA enrollees referred to programs run by other institutions are paid from MDTA funds.

The class-size, remedial group training projects are an innovation, but they limit the range of occupational choice and provide few supportive services. The skills center, with its more specific adaptations to the needs of the disadvantaged, is a more promising development. Skills centers did not invent on-site counseling, cluster training, and individualized instruction and basic education linked to skills training, but they have enhanced the development of these concepts and broadened their exposure within vocational training. Individual referral also is a useful development. This approach supports the possibilities of voucher systems for the retraining and upgrading of adults needing financial support to make advancement possible.

Skills centers, like other aspects of manpower programs which have specialized in service to the disadvantaged, have contributed significantly to the entry into professional and paraprofessional occupations of many people from minority groups who would have been unlikely to find such opportunities elsewhere. The MDTA program also can be credited with creating new paraprofessional occupations. This is particularly true of the licensed practical nurse, created despite the criticism of professional nurses' associations to fill the space between the registered nurse and the nurse aide.

These are among the positive contributions—some measurable, others not. There are, of course, weaknesses too, many of them real, but some imagined. Among the latter is the criticism that MDTA has not reduced unemployment. This is simply unrealistic. Training prepares people to fill jobs, it does not create jobs (except for the staffs who run the programs).

An effective training program might improve the labor force and facilitate matching supply and demand sufficiently to allow aggregate economic growth policies to accelerate job

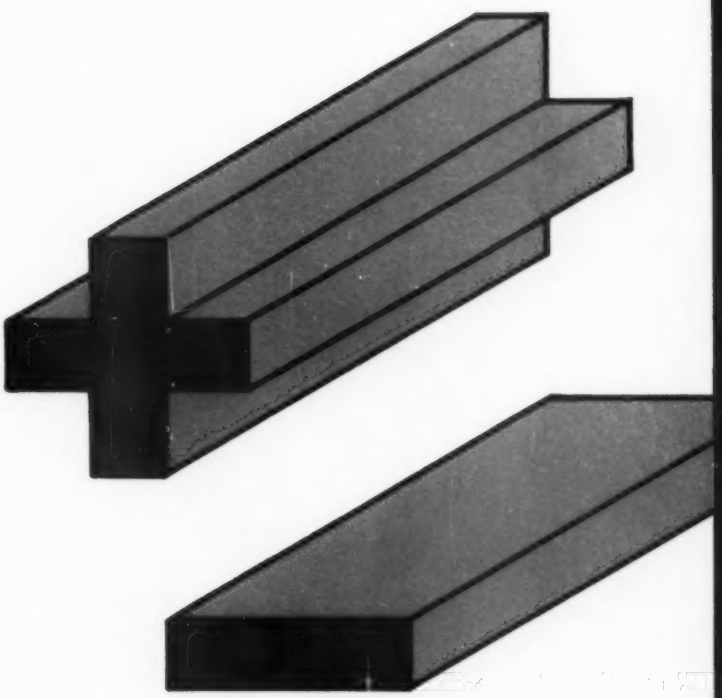
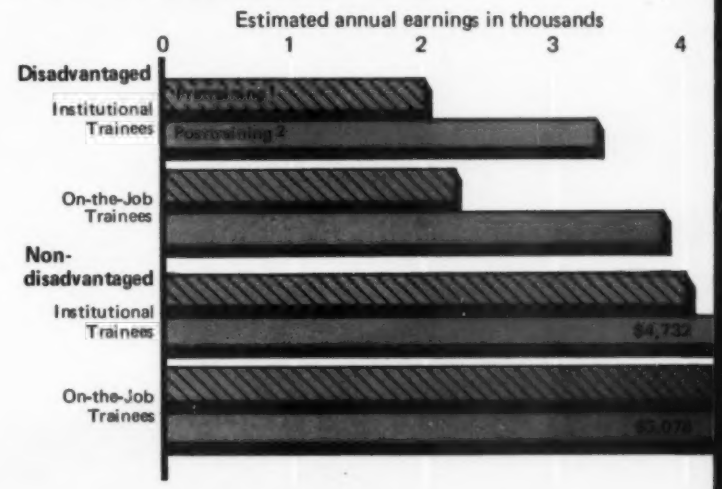


CHART 2

Relative Earnings Gains of Disadvantaged and Nondisadvantaged Enrollees, 1969



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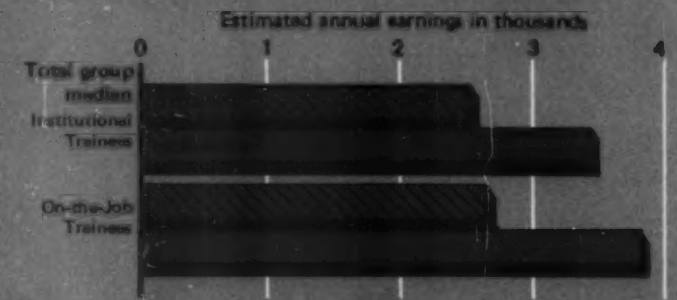

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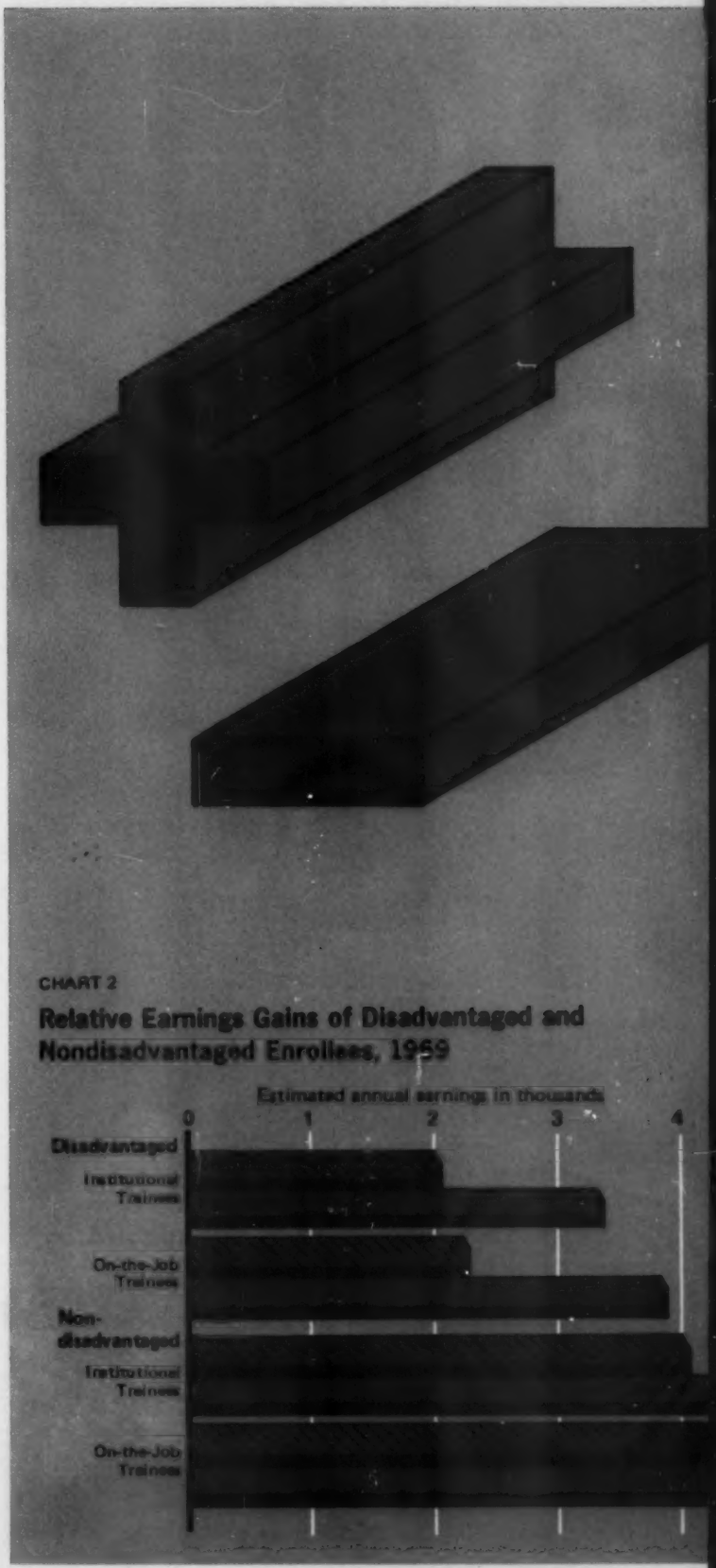
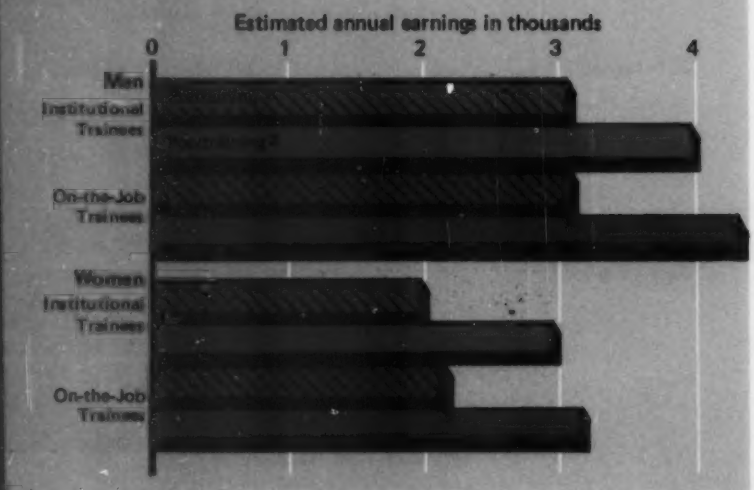


CHART 2

Relative Earnings Gains of Disadvantaged and Nondisadvantaged Enrollees, 1969

CHART 3

Change in Earnings of MDTA Enrollees by Sex, 1969



creation with lessened inflationary consequences. But that is only speculation. Training has not been sufficiently widespread to provide a test. Neither can training solve nonlabor market problems—alcoholism, drug addiction, crime, dependence of families without a potentially employable wage earner—though it can often supplement more direct solutions.

To some extent, criticism of MDTA for failure to reduce unemployment is just retribution for unrealistic promises of some of the program's architects. Even with the high unemployment of 1961-62, many were concerned that jobs were going begging for technologically displaced square pegs who could be changed by retraining to fit the available round holes. Evidently, many people still harbor these unrealistic expectations and judge training programs by them. Manpower and other public programs must be evaluated by how well they accomplish what they can reasonably be expected to accomplish, and by the usefulness of those possibilities, not by the overpromises of past publicists.

Choice of Occupations Criticized

Remedial skills training and its accompanying supportive services must be justified either by facilitating simultaneous job creation policies which open new opportunities for the trainees, or by enabling the disadvantaged to compete successfully for jobs already available, regardless of the impact upon those who would have otherwise obtained the jobs. Equalizing opportunity is a goal which requires no apology. Public policy should seek to expand the total supply of opportunity—and to assure that it is distributed equitably. However, when there is no clear connection between training and available jobs, the result often is another frustrating experience for those who intuitively measure the equality of their opportunities by the equality of the results.

The most serious weakness of MDTA has been the occupations in which training has been offered. It should be noted that the choice has been circumscribed by the provision in the law limiting training to occupations offering "reasonable expectation of employment." Had the objective been a satisfactory career for the remainder of the trainee's working life, the choices might have been different.

Another weakness has been the frequent use of second-class training institutions for MDTA programs. Using substandard facilities and allowing equipment to deteriorate and become obsolete may save money, but the evidence is that it reduces the benefits at least as much as the costs. It also stigmatizes MDTA trainees, and they are among the least able to bear further stigmatization.

Individual referral offers a standard training environment because it includes MDTA trainees in regular courses. But it provides no supportive services and therefore is useful only for those who need no more than a stipend to make training possible and attractive. Skills centers provide the supportive services; but they not only suffer from substandard facilities, they also are segregated institutions demarcated "for the disadvantaged only."

None of these weaknesses has been sufficient to offset the program's benefits, but they undoubtedly have reduced the payoff. The issues for the future are how the present program

can be improved and what the experience can contribute to a sound remedial training component within national manpower policy.

In determining how program strengths should be reinforced and weaknesses eliminated, certain basic policy questions airse, perhaps the most elemental of which is: Who is to be served and how?

Evidence is ample that the average MDTA enrollees profited sufficiently to make the effort and expense worthwhile. It is also clear that far more people are in need of and could profit from remedial training than can be accommodated by present programs. The issue for manpower development and training is not whether it has been worthwhile, but how it can be made more useful. Those who profited from training might have benefited even more from some other manpower service. There may have been others more in need of training than those who received it. Training for other occupations or with different techniques or better administration might have increased the payoff.

The advantaged versus the disadvantaged argument as it is usually formulated is of no assistance in answering the "who" issue. The definition of disadvantaged was construed as an evaluative instrument rather than as an aid to management decisions. For manpower training purposes, an individual is considered disadvantaged if he is poor and without satisfactory employment, and either under 22 years of age, over 44, without a high school education, a member of a minority group, or physically or mentally handicapped.

But although unemployment is known to be high among such people, the categories themselves are neither evidence nor explanation of their state of being disadvantaged. One is not unemployed because he is young but because youth tend to be inexperienced or excessively mobile, or because employers discriminate because of age. Being over 45 years old, without a high school education, or a member of a minority group may be a surrogate for lack of substantive knowledge, a limited number of remaining working years, or employer discrimination.

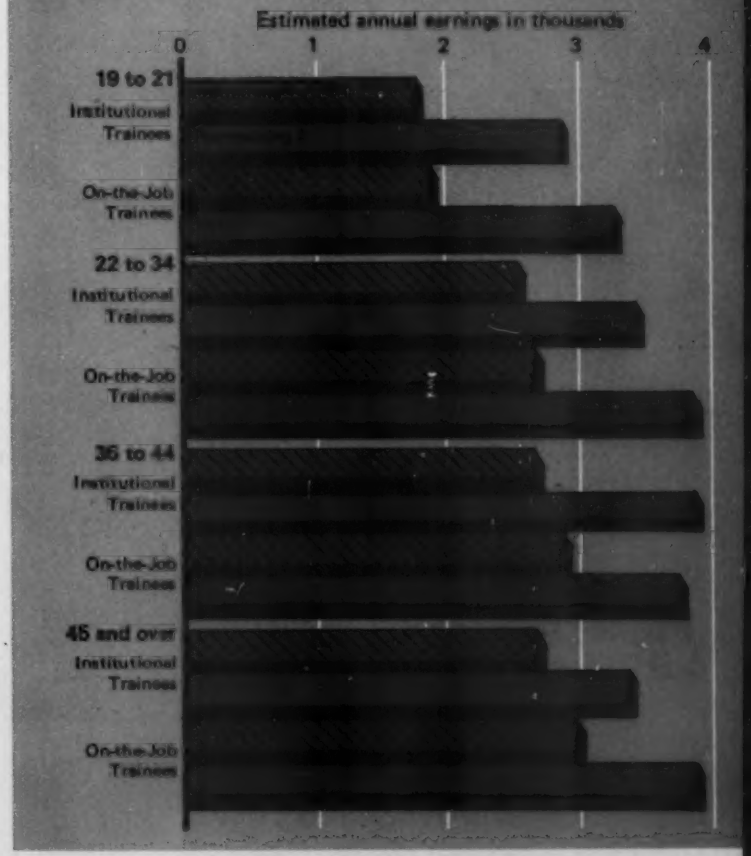
Of the disadvantaged criteria, only physical or mental handicap is likely to represent a real obstacle to productivity, and that only for certain handicaps and certain jobs. The problem is to identify those for whom the real obstacles to adequate employment and income are such that they can be removed by a training program.

Several criteria suggest themselves. The trainee must have a reasonable chance of profiting more from the program than he would from simply receiving the equivalent of the training cost as a simple one-time transfer pavment. That is, training may be useful therapy for an alcoholic or a drug addict, but there should be a specific decision based on evidence or judgment of success. Similarly, training for a welfare mother should follow a decision that employment after training is a realistic objective or that the general upgrading of skills and education will be useful without a job.

Training for an individual should only follow a decision that an equal or better job was not likely without the training or through some alternative, less expensive remedial activity. There also should be a judgment that training either would

CHART 4

Change in Earnings of MDTA Enrollees by Age, 1969



creation with lessened inflationary consequences. But that is only speculation. Training has not been sufficiently widespread to provide a test. Neither can training solve nonlabor market problems—alcoholism, drug addiction, crime, dependence of families without a potentially employable wage earner—though it can often supplement more direct solutions.

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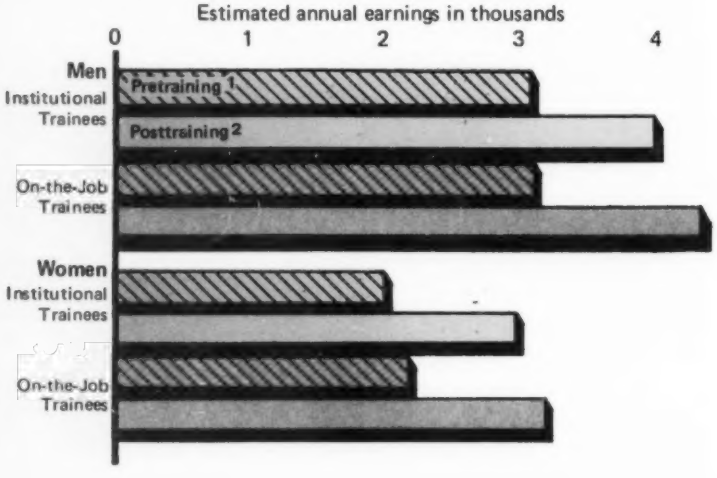

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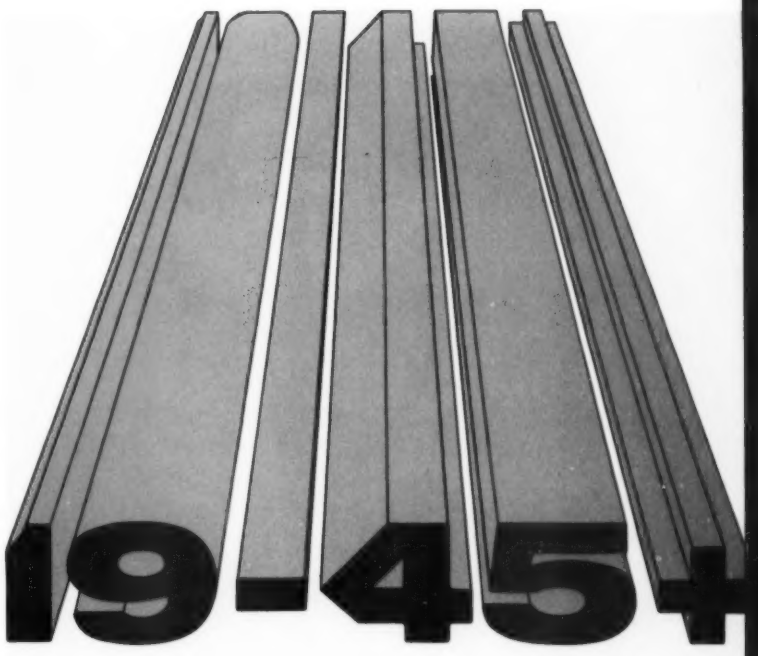
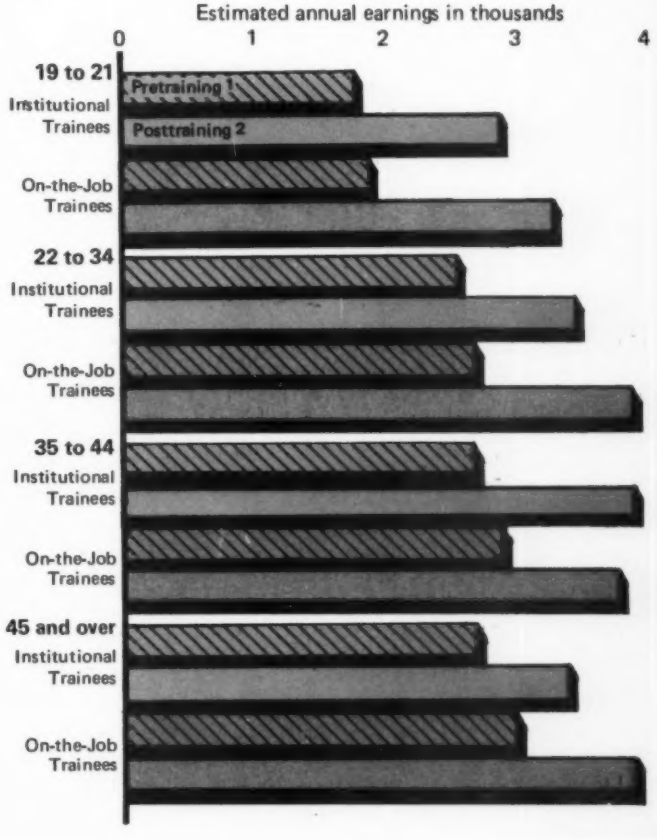


CHART 4

Change in Earnings of MDTA Enrollees by Age, 1969



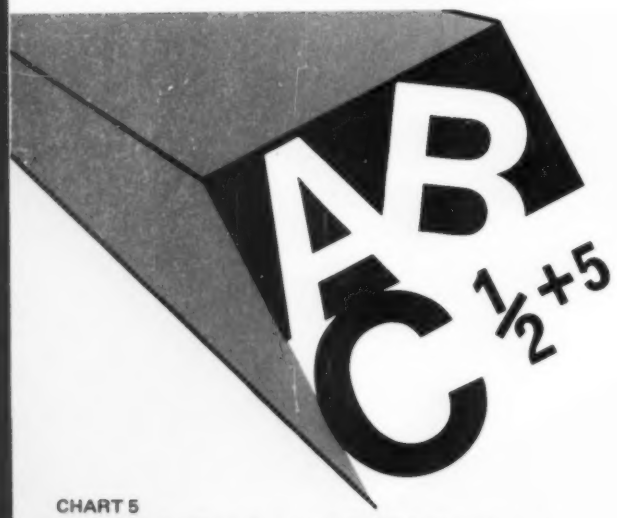
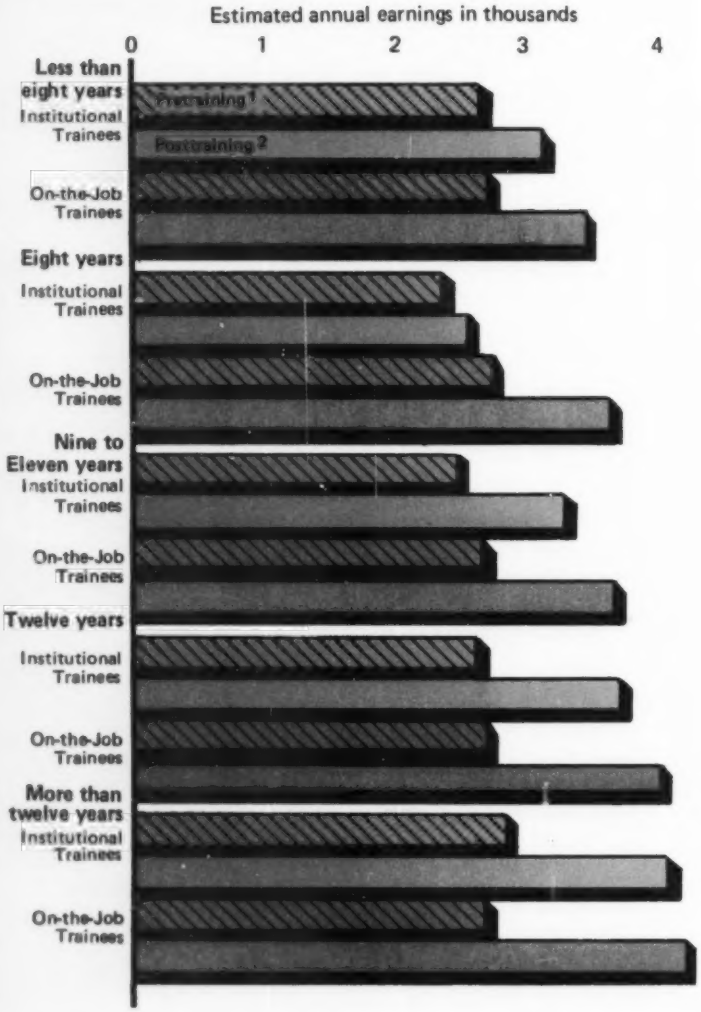


CHART 5

Change in Earnings of MDTA Enrollees by Education, 1969



improve the immediate employment outlook or would enhance long-term employment and earnings prospects while not costing the individual excessively in foregone current earnings.

Obviously, these criteria are based on judgments concerning individuals and their prospects. They are not decisions which can be incorporated in a rule book and handed down from higher levels. The criteria argue for establishing general guidelines and training local staff to make appropriate decisions without undue pressure to fill slots. The criteria also argue for continuous evaluation and assessment at the project level to determine who is profiting and who is not, and which program components are and are not contributing.

Conceptually, if it can be applied, the greatest need is a shift in objectives from immediate employment to a successful remaining working career. The requirement that there be a reasonable expectation of employment, and the assessment of programs by placement rate have together been responsible for an unduly short-run focus. Trainees with family responsibilities do need a return to employment as rapidly as possible, but that does not preclude viewing their employment in a career context. Younger enrollees usually are not under such stringent financial pressures.

As a permanent remedial and occupational component of adult education, MDTA might benefit from concepts currently described as career education. The program objective should be an employability plan for each individual based on remaining working life and realistic opportunity. The relative seriousness of lack of skill as an obstacle to employment is more readily apparent in that career focus. Good mental and physical health, human relations skills, basic education, and knowledge of the labor market are examples of attributes necessary to a successful work life. Remedying these deficiencies may be more difficult but no less possible than remedying skill deficiencies.

This individualized approach also requires flexibility, discretion, and decategorization in manpower programs. A one-to-one relationship of client and counselor exists in a number of programs. The missing element is access to a full array of services that can be tailored to individual needs. Such flexibility has long been advocated. It has often been promised but never delivered. The Work Incentive (WIN) Program employability teams were an example. They had the assignment to review client needs but confronted the most difficult of all clientele with limited availability of services.

The decentralization and decategorization advocated in various comprehensive manpower bills have had as their primary motive the ability to adapt services to individual and local needs. Actually, the two terms obfuscate more than they clarify. The issue is manpower planning at the labor market and individual level. A sensible way to achieve this would be to merge the entire education and manpower function into a human resource department at the Federal level.

But even if this isn't done, it is unlikely that State or local manpower planners would overlook or downgrade the training function. They are in a better position than national planners to identify training needs, education generally has greater political clout at the State and local levels than at the national level, and there are so few effective manpower tools available

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At any rate, labor market planning, including the training function, requires a labor market information system, on-going research into the universe of need and the nature of the client groups, comprehension of all relevant manpower and education services and budgets, skillful planning staff, and the clout to see plans implemented.

A stronger role for educators in labor market manpower planning might be a useful antidote to the present excessive focus on immediate placement in high-turnover jobs. The risk is to overemphasize training in contrast to alternative manpower services. Nevertheless, the most vitally needed reform in manpower training is to open up more substantial occupations in which enrollees may reasonably expect to launch a lasting career. There is no guarantee that giving more enrollees the full 104 weeks of training permitted under MDTA would not simply result in a higher dropout rate, but experimentation with that possibility is long overdue.

Living Allowances: Pro and Con

The considerations discussed above come full circle to the "who to serve" issue and the related question of income maintenance. There are those who can and would stand still long enough to profit from a 2-year training course and those who, for reasons of economics or personality, require the shortest possible route to a job. The level of stipends is an important consideration. Stipends should be high enough to enable those who can profit from any particular length of training to continue in it, yet not so high as to encourage individuals to enroll for the stipend alone.

The coupling of income maintenance with manpower services has an adverse effect on both programs, but without a general availability of income support, there is little choice. The early Opportunities Industrialization Center (OIC) program, a self-help effort created by blacks mainly for blacks, rejected the idea of allowances. OIC's founder, the Reverend Leon Sullivan, contended that enrollees in training programs must be motivated to master the training offered if such programs are to be truly effective. The payment of allowances, he maintained, has a tendency to vitiate that kind of motivation.

Enrollees who enter the program mainly for allowances are apt to drop out whenever their need for supplementary income is eliminated (if they find a job, for example). While in the program they create problems for both instructors and other enrollees because of their lack of interest in the training itself. OIC eventually had to change its allowances policy because it could not compete with Federal training programs which offered allowances. Applicants who were offered two programs—one with and one without allowances—were apt to choose the program with allowances.

The payment of allowances also makes it difficult for selection and referral personnel to fill slots with individuals who are really interested in obtaining skills training. The result

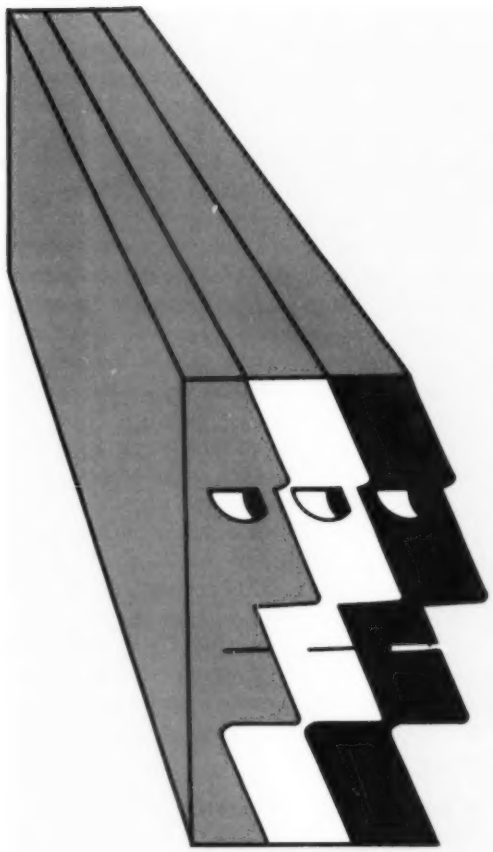
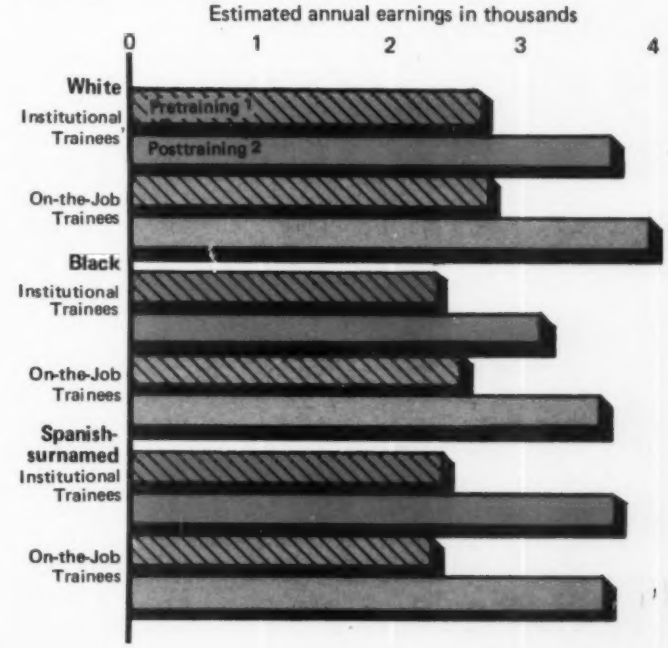
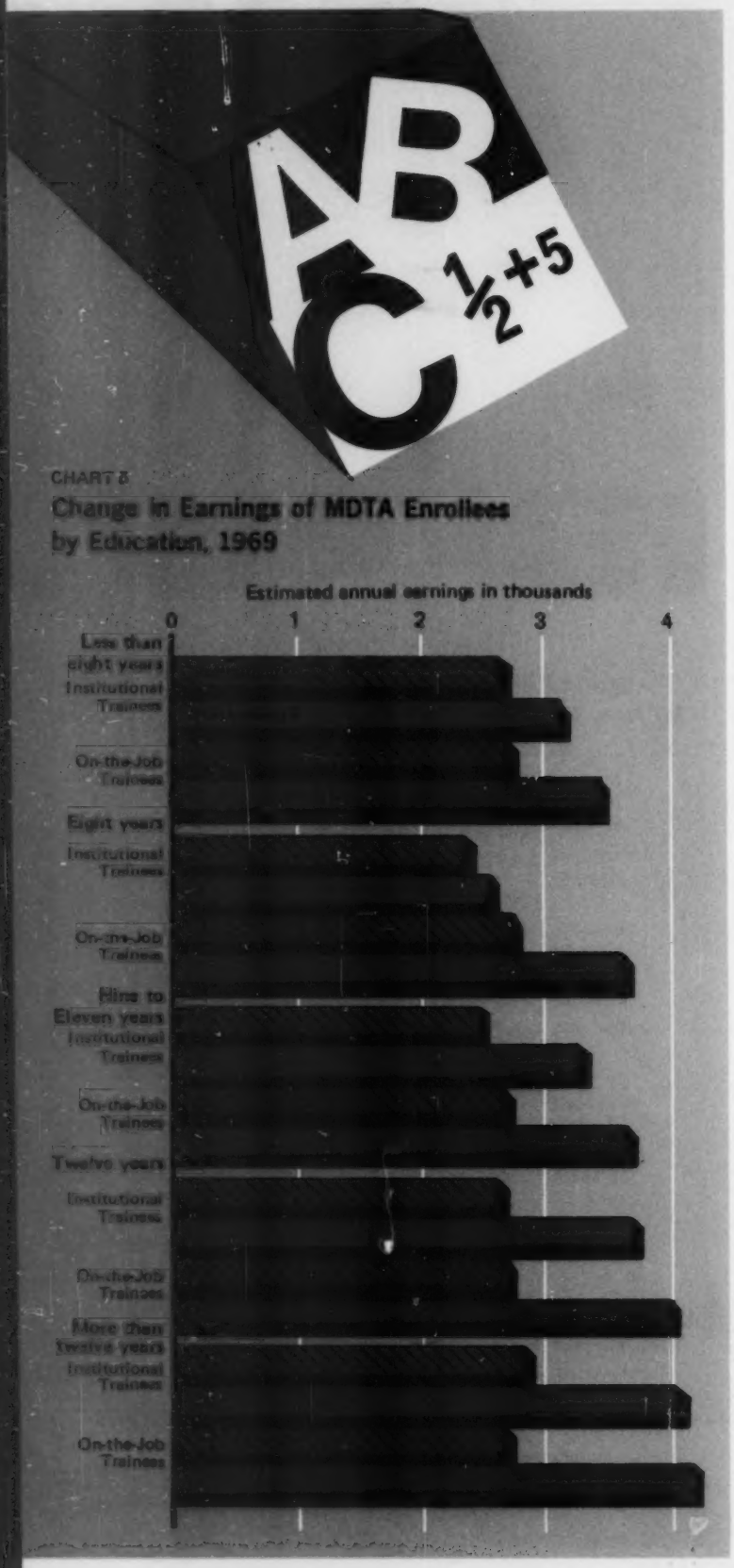


CHART 6

Change in Earnings of MDTA Enrollees by Race and Ethnicity, 1969





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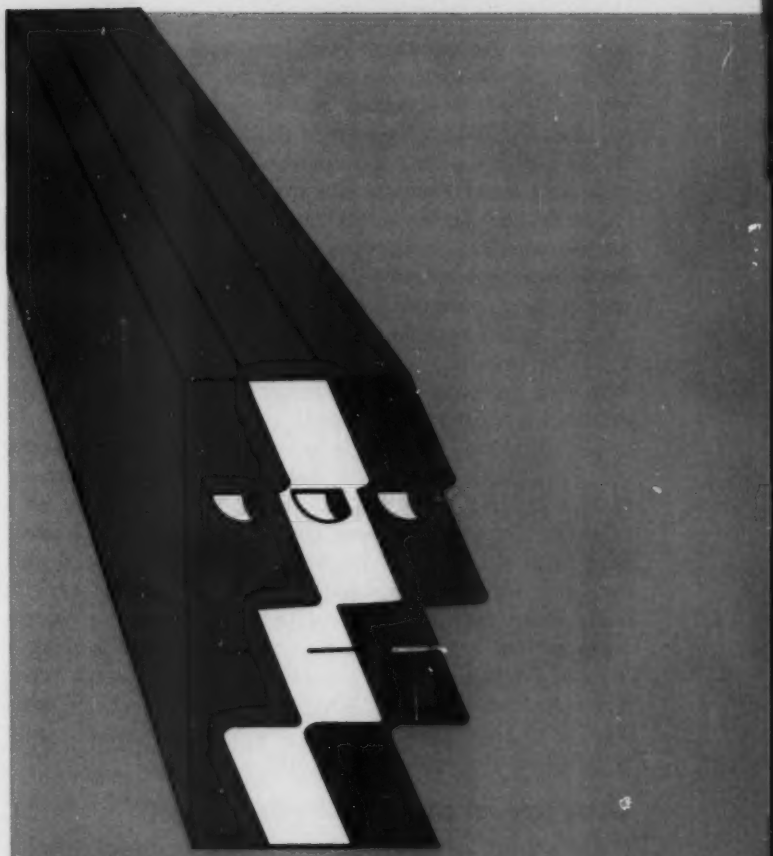

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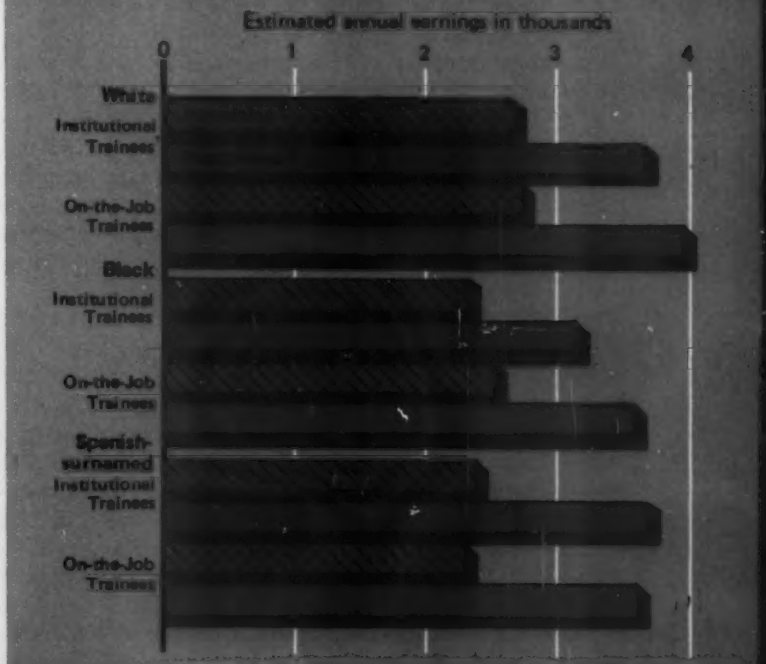

is that very often applicants attracted primarily by allowances are selected over applicants who truly want skills training.

Until there is some national policy on income maintenance, it probably will be necessary to couple training programs with stipends. But the implications of this policy should be understood, and in the long run consideration should be given to separating income maintenance from manpower training.

Ideally, the income maintenance issue could be met with the guaranteed income proposed as a welfare reform. If every family had a guaranteed basic income, plus the encouragement of a negative income tax system to earn more, the "program hustler" would have no encouragement to enroll. No stipend would be necessary. One would enroll only in response to long-term prospects for gain rather than responding to the availability of a training stipend.

Use of training stipends rather than reliance on an overall income maintenance system has other unfortunate effects. MDTA training allowances originally were introduced as a substitute for unemployment compensation because trainees were ruled not available for work and therefore not eligible for unemployment compensation. This remains the case in many States, and there is a tendency to draw unemployment compensation until benefits are exhausted before seeking a training program with its stipend. It would be much better if unemployed workers without immediate prospects of being recalled to a job could use their compensated unemployment to refurbish and upgrade their skills.

Little Impact Seen on Unemployment

The choice between institutional and on-the-job training (OJT) has been an issue throughout the life of MDTA. OJT is cheaper and is directly attached to a job, but is limited by job availability, the employer's willingness to cooperate, and his selection or acceptance of trainees. Institutional training can be undertaken anytime for anyone in any occupation, but at higher cost and no assurance of employment.

As a training method, OJT is appropriate for jobs in which the trainee can be almost immediately productive while learning, or for occupations which cannot be synthesized in a school, classroom, shop, or laboratory. Institutional training is more appropriate where the theoretical content is extensive, substantial training must precede production, on-the-job supervision of trainees is difficult, safety is an important consideration, and the work setting can be sufficiently synthesized to give some realism to the training.

The need for income, the distrust of institutions, and the need for assurance that a job will follow training make OJT appropriate for the disadvantaged. But this is just the group employers have been most reluctant to accept. It is also the group most likely to need basic education and other supportive services which are more easily supplied institutionally. The job attachment of OJT is often illusory, offering only an entry-level, unskilled or semiskilled job of high turnover. Nothing very dramatic can be suggested. Coupling a preliminary institutional period with OJT is an obvious solution but has been little used.

Vocational educators have, of course, a preference for institutional training, and they have no input into OJT. Employment services generally find it more convenient to refer applicants to a school program than to persuade employers to undertake OJT. Subsidies for on-the-job training have been very low, but employers seem generally more willing to accept $650 ($25 a week for 26 weeks) for employing a less disadvantaged unemployed person than $3,000 for hiring a disadvantaged worker under the Job Opportunities in the Business Sector (JOBS) Program.

Institutional training's primary jurisdiction can be identified best by observing which occupations are most likely to involve training in vocational and technical schools in the normal, nonremedial practice. Little effort has been made to link institutional training with a job commitment. To do so would require some sort of quid pro quo for employers. Probably the most effective route would be to use public service employment provisions to guarantee a job for a transitional period for anyone who successfully completes a manpower training program. If public agencies were unable to place the graduate, they would be obligated to employ him until placement in a nonsubsidized job.

It has become popular to say with some pomposity about manpower policy, "We have concentrated on the supply side too much. Now we must direct our efforts to the demand side." A much better formulation would be, "The demand side is appropriate for short-run actions or for long-range economic development, but long-range manpower needs are more appropriately a task for supply efforts." Advocacy of more attention to the demand for labor in manpower policy rarely includes fiscal and monetary policies to increase purchasing power and the consequent aggregate demand for goods and services and for workers to produce them. It is generally recognized that the rate of job creation can be speeded up and unemployment can be reduced anytime we are willing to accept the inflationary consequences of doing so.

Short of identifying labor shortage occupations within the reach of manpower training programs, there is little that a remedial program can do to reduce general levels of unemployment in the short run. It can possibly improve the quality of the labor force and improve the match between demanded and supplied labor. Therefore the cost from inflation at any particular level of economic growth and job creation may be reduced, allowing more aggressive exercise of fiscal and monteary policies. But this is a long-run, not a short-run phenomenon.

Adult remedial occupational training should therefore be approached as a long-run strategy, for both the individual and the labor force. For the individual, the question should be: Given the number of years from now to retirement, what combination of manpower and supportive services and what preparation for what occupations are most likely to maximize the individual's income and satisfactions over the period? For the labor force, the query should be similar: What policies will maximize the productivity and adaptability of the labor force? Since it is the first law of economics that there will never be enough resources to do all that society would like to do, the critical decision for manpower policy joins the individual and collective queries: What works best for whom under what circumstances? □

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Words & Figures

Work Incentive Program

The restructured Work Incentive Program (WIN II), in response to the 1971 amendments to title IV of the Social Security Act, became operational on July 1, 1972. Like its predecessor, WIN II seeks to make Aid for Families with Dependent Children (AFDC) clients self-sufficient through a program of job placement, and skill training, and social service. In contrast to the earlier program, WIN II emphasizes immediate placement in a job or in on-the-job training in the private sector, or in public service employment.

The nature of the WIN Program was changed by the requirement for all AFDC clients to register with the local manpower agency unless specifically exempted. Among the reasons for exemption are illness, incapacity, and being required at home to care for a child under 6 or an ill family member.

During the 6-month period ending December 31, 1972, 580,000 persons registered under WIN II. Of these registrants, 185,000 have been provided with employment, job development, and training services. Jobs, subsidized and unsubsidized, were found for 60,000 participants, including 6,000 individuals who were receiving on-the-job training in private and public sectors.

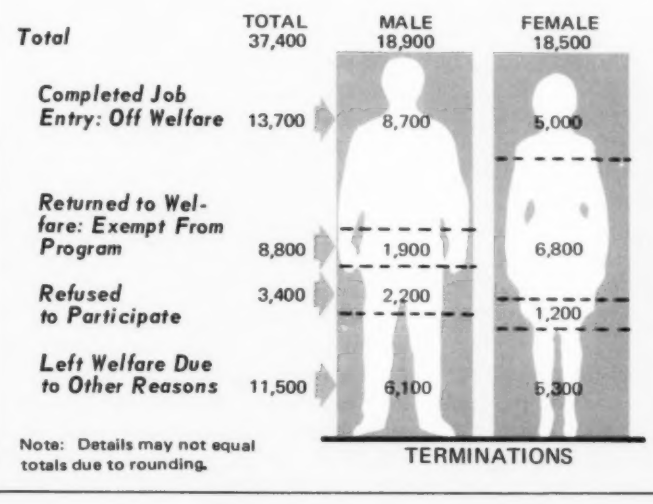
The Revenue Act of 1971 authorized employers who hire WIN participants to receive a tax credit equal to 20 percent of the annual salaries paid to these workers. Employers taking advantage of the tax credit have hired 6,300 WIN participants.

By the end of the 6-month period, July 1, 1972-December 31, 1972, 14,000 participants were earning sufficient income to no longer require welfare payments. During that period, a total of 37,000 participants left the WIN Program. In addition to the 14,000 who had become self-sufficient, 9,000 returned to welfare because of a change in their exempt status, 3,000 refused to participate in the program and were removed from welfare, and 11,000 left welfare for other reasons.

Although only a third of the participants were men, they accounted for half of the terminations. Almost half (46 percent) of the men and 27 percent of the women who left the program had obtained employment which freed them from the need for welfare assistance. Of the women who left the program, the largest proportion, 37 percent, did so because of a shift in their family or personal situations which exempted them from further participation.

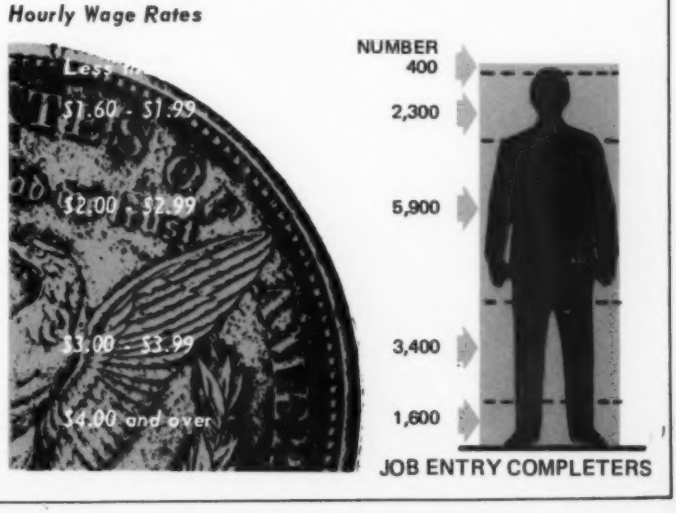
The postprogram median hourly earnings of those who left the welfare rolls were $2.48 an hour. Twelve percent of those who completed the job entry period and got off welfare were earning $4.00 an hour or more while another 24 percent were earning from $3.00 to $3.99 an hour.

Terminations from WIN II, by Sex
July 1, 1972-December 31, 1972



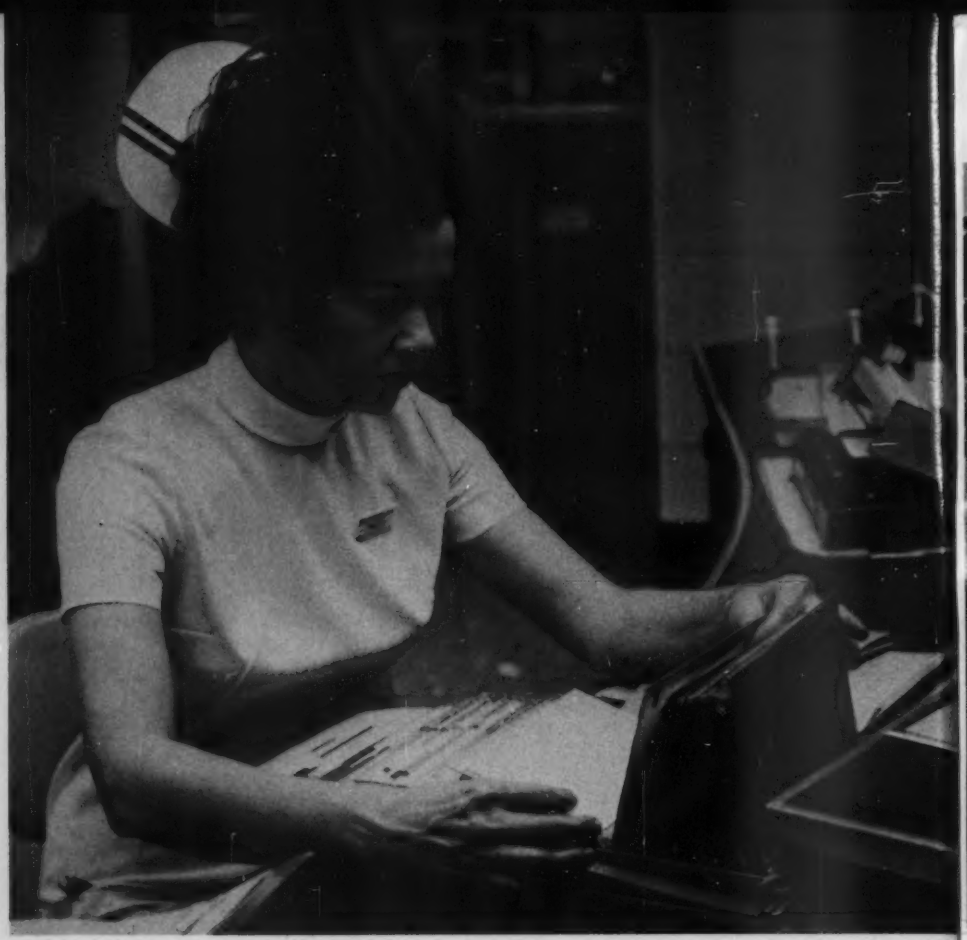
Note: Details may not equal totals due to rounding.

Postprogram Hourly Earnings of WIN II Job Entry Completers
July 1, 1972-December 31, 1972



Better Late Than Never

by Roger Heidelberg



Patients on the 11th floor of Baptist Memorial Hospital in Memphis, Tenn. often find their stay surprisingly pleasant. No small part of the reason is that they are attended by Mary Sayle, an attractive licensed practical nurse who treats her patients like they are favorite cousins. For Mrs. Sayle, her job is a lifelong dream come true.

Her dream began on the Tennessee farm where she grew up. Doctors and hospitals were remote, unavailable. Her mother had a way with the sick and, when Mary wasn't helping her mother doctor people, she was doctoring the farm animals or the family pets. Out of this experience came a longing to become a nurse, to be able to minister better to the suffering.

But the road to fulfillment of this ambition had a few detours: A chance to serve as a nurse aide in Nashville one summer had to be turned down because she could not afford suitable clothes. She dropped out of high school in her senior year to take a job to augment family income. Her first marriage ended in divorce.

Her life took a new turn in 1963 when she moved to Memphis, where she met and married Harry Sayle. Unable to have children of their own, they adopted two babies. Harry was making a good salary and Mary was preparing to quit her job to stay home with the boys. Things were beginning to look up.

Then, one sunny June afternoon in 1968, the emergency room of Baptist Hospital called. Harry's back had been broken in an automobile accident. He would be paralyzed from the waist down if he survived at all.

For the next year, Mr. Sayle required constant nursing care in and out of the hospital. During this time his wife's old longing to become a nurse returned with greater intensity. But she could see no way to quit her job to enter training, even though her work—packing Christmas tree lamps at a manufacturing plant—had become less and less rewarding to her.

"I felt like I was a number," she recalled, "something they'd wind up to sit there trying to make production. If I was gone, the company wouldn't miss me a minute."

With circumstances apparently closing in to shut off her dream, Mrs. Sayle refused to give up. She called the Board of Education. They referred her to the Tennessee Department of Employment Security. There she was interviewed by Ruth Wall, who explained the provisions of the Manpower Development and Training Act (MDTA). Mrs. Sayle could be trained as a licensed practical nurse and receive an allowance to suport her family at the same time.

Mrs. Wall remembers the interview:

"Mary just sat there wiping the tears away. I kind of choked up myself. She was just afraid to believe anything this wonderful could happen to her."

Mrs. Sayle began her 13-month training course in January 1971 at Memphis Area Vocational School. In her hospital training she demonstrated her willingness to take any assignment. One incident was typical. A patient had died and Mrs. Sayle asked her nurse-instructor if she could help with the body. The instructor regarded her intently, "Are you sure, Mary, you want to go in there?"

Mrs. Sayle insisted. The private duty nurse, alone in the room, was grateful for her presence and help. And the word got around that Mrs. Sayle would tackle anything.

The training was tough, and after 22 years' absence from school the classroom work came harder for Mrs. Sayle than for the younger trainees. Her grades, at first, were barely passing. But she dug in harder and finally finished fourth in her class.

Reaching her goal has not meant an end to problems. Her husband still suffers from the constant pain in his legs and the deep emotional adjustment an active man must make when confined largely to a wheelchair or crutches. Her income is about $6,000 a year.

Roger Heidelberg is a freelance writer.

Mary Sayle on the job at Baptist Memorial Hospital . . .

and at home with her husband and children.

But Mrs. Sayle is a happy person as she goes about her work at Baptist Hospital. And the hospital staff as well as the patients are happy she's there.

"She always brings the important details to my attention at the right time," said Dr. R. G. Elliott, staff urologist. And nurse supervisor Julia Lammel calls it her "lucky day" when Mrs. Sayle was assigned to her floor. "She's a grand nurse," Mrs. Lammel said. "She really cares about our patients and nobody could be easier to work with."

Mrs. Sayle has not forgotten those who made it possible for her her to realize her ambition. In a letter to the Tennessee Department of Employment Security she wrote:

"Now I'm employed at the Baptist Memorial Hospital and each day has a special meaning for me . . . I've found happiness and security that I didn't know existed . . . I could spend the rest of my life trying to express the gratitude that I feel toward the MDTA and the ones who spent their time filling out forms and helping me to qualify for financial help so I could reach the goal that I have yearned for all these years." □

Budget Emphasizes Local Control

Following are excerpts from the President's budgetary recommendations for fiscal year 1974 dealing with manpower and related programs.

Education, general science, and manpower programs contribute to continued national economic and social progress by increasing the Nation's general and scientific knowledge, improving the educational process, and helping individuals acquire skills and find opportunities to use them. The budget for these programs will stress four major themes: Greater State and local control over education and manpower funds; emphasis on opportunities for higher education by providing needed funds directly to students; greater concentration on applied scientific research directed toward pressing national problems; and an intensification of efforts to help welfare recipients into productive jobs. Outlays in this function are estimated at $10.1 billion in 1974, a decrease of $400 million from 1973 as programs are focused on essential and effective services, and greater flexibility is given to States and localities. Outlays are expected to increase to $10.2 billion by 1975.

Federal manpower programs help equip people with the skills needed for work, match the skills of those seeking work with available jobs, improve job-related health and safety, maintain economic standards for the workplace, guarantee equality of employment opportunities, and promote industrial peace.

Manpower Training and Employment Services

In labor markets throughout the Nation, the task of helping people become productive and developing jobs for those seeking work involves many activities, including skill training, remedial education, on-the-job training, job development, job matching, vocational counseling, and related supporting services to remove other obstacles to working.

Manpower revenue sharing—Manpower training programs are designed to assist unemployed or underemployed workers prepare for and find jobs. Up to now, the Federal Government has selected local sponsors to provide manpower services for designated client groups through such categorical programs as institutional training, Mainstream, Neighborhood Youth Corps, and the Concentrated Employment Program. During 1974 and 1975, administrative requirements under existing law will be modified to allow the States and localities to group manpower services in ways that best meet local needs, and to choose the organizations to operate these programs. Manpower revenue sharing will be achieved administratively under an extension of existing law and will build on the Cooperative Area Manpower Planning System (CAMPS).

Nationwide contracts for program operations not requiring national supervision will be gradually phased down and the Federal Government will concentrate on research, demonstration, evaluation, and technical assistance to provide better tools for State and local programs. In 1973, new enrollments in existing projects are being held back as plans are made for the changeover. Although the exact number served will depend on State and local plans, it is expected that approximately 363,100 man-years of training will be provided in 1974 with outlays of $1.3 billion.

Work incentives—Welfare recipients of Aid to Families with Dependent Children (AFDC) are assisted towards self-sufficiency under the Work Incentive (WIN) Program. Starting in 1973, all employable welfare recipients must register for jobs. Those ready for work are referred to jobs. Others are provided the training necessary to equip them for work. Necessary supporting services, including child care, are made available. Anyone refusing work or training is denied further welfare aid. States not providing sufficient supporting services will receive smaller Federal contributions toward their AFDC costs.

In 1973, some 150,000 welfare recipients will be placed in jobs and 120,000 will be in training programs. In 1974, these recipients are expected to increase to 165,000 and 132,000, respectively, as outlays increase by $145 million to $540 million. Further increases are planned for 1975.

Emergency employment assistance—Since 1972, this program has enabled 17,500 State and local agencies to create transitional jobs for the unemployed during a period of high unemployment. These new jobs helped State and local governments provide needed services which they otherwise could not finance. By the end of 1973, about 280,400 people will have held public service jobs financed with emergency employment assistance. Since the program began, unemployment has fallen and the financial ability of State and local governments to meet demand for services has improved. Most of the remaining unemployed need more assistance than is possible under this program and they can be more effectively served by regular manpower training programs. For these reasons the program will not be continued in 1974, although outlays of $580 million will be made for individuals completing their transitional employment during the year.

Federal-State employment service—The employment service expects to place 4.7 million people in jobs in 1974, an 8 percent increase over 1973. The automation of placement operations, through the computerized job bank listing of available jobs and the experimental matching of workers and jobs, will be evaluated to determine its future direction. Research will be increased to improve the functioning and effectiveness of the service. Outlays will total $463 million.

Other Manpower Aids

These programs help assure healthy and safe places to work; enforce minimum wage and hour laws; prevent job discrimination on the basis of race, age, or sex; preserve industrial peace; and obtain the basic statistical data to support economic, fiscal, and program decisions. Outlays for these programs will increase to $411 million, $18 million more than in 1973.

Outlays for enforcement of occupational safety and health laws by the Department of Labor will rise as the number of Federal inspections of workplaces increases. The Department of Labor will make grants to States to carry out health and safety programs which are as effective as the Federal program.

Greater efforts will be made to insure equal access to job opportunities so that workers are not prevented from achieving their full potential and the Nation is not penalized through lost productivity. The Department of Labor, through the Office of Federal Contract Compliance and 17 compliance agencies, will expand efforts to eliminate discriminatory employment practices in the private sector. In 1974 Federal procurement contractors will hire or promote 750,000 minorities and women. By the end of 1974, 100 cities will have the "hometown" plans through which Federal construction contractors aid minorities to enter building trades. The Equal Employment Opportunity Commission will conduct 17,000 investigations and 3,500 conciliations of complaints of discrimination in 1974.

Legislation will again be proposed to reform and expand the Nation's private pension system. □

Meeting Human Needs

The 1974 budget for human resources programs, like the three that have preceded it under this Administration, reflects my conviction that social compassion is demonstrated not just by the commitment of public funds in hope of meeting a need, but by the tangible betterments those funds produce in the lives of our people. . . .

Between 1969 and 1974, outlays for Federal human resources programs have increased 97 percent, while total budget outlays have grown by only 46 percent.

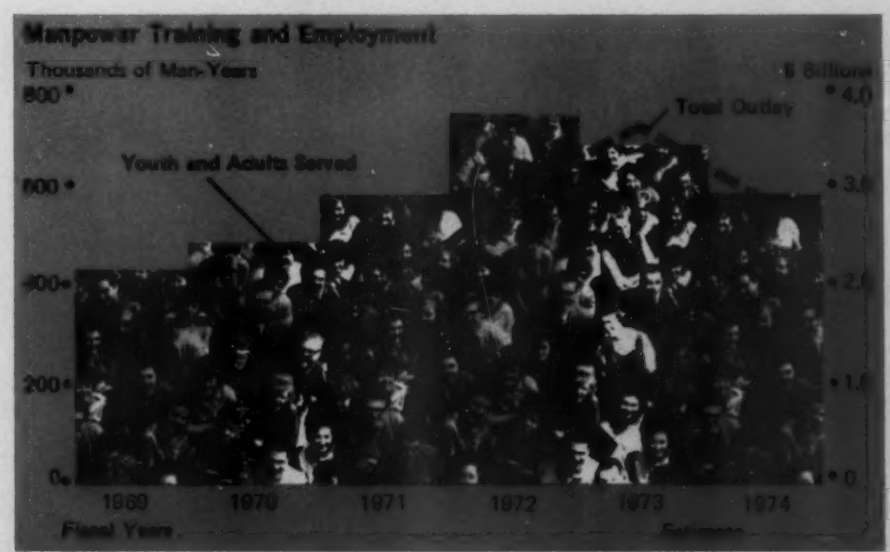
Many solid accomplishments have resulted. . . .

However, disappointments and failures have accompanied these accomplishments. The seeds of those failures were sown in the 1960's when the "do something, do anything" pressure for Federal panaceas led to the establishment of scores of well-intentioned social programs too often poorly conceived and hastily put together. . . .

We gave these programs the benefit of every doubt and continued them while we conducted a long-needed, thorough review of all Federal human resources programs. Based on this review, the 1974 budget proposes to reform those programs that can be made productive and to terminate those that were poorly conceived, as well as those that have served their purpose.

We can and will find better ways to make the most of our human resources—through the partnership of a restructured Federal Government and strong State and local governments, and with the help of a socially committed private sector that is bolstered by a revival of individual initiative and self-reliance among our people. But only by halting the unproductive programs here and now can we assure ourselves of the money needed to pursue those programs that will get results.

Richard Nixon
Budget Message of the President



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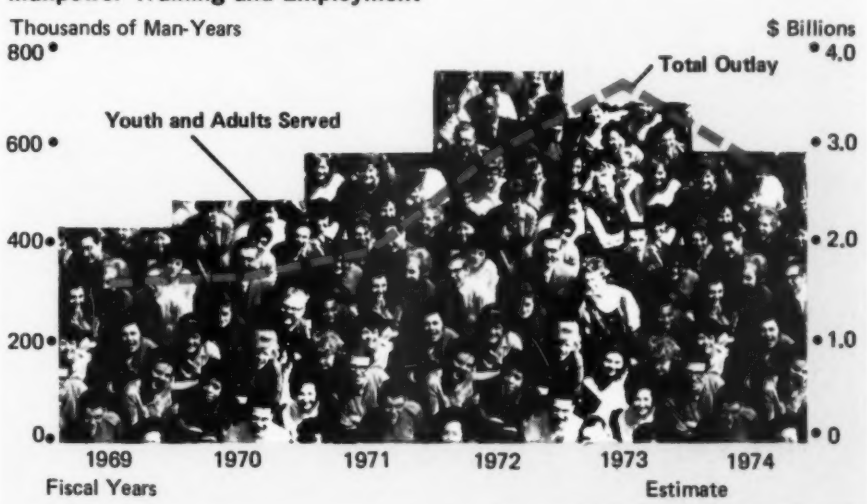
Manpower Training and Employment



Publications

Following is a selected list of publications on manpower and related matters. Single copies of Manpower Administration publications for which no price is indicated can be obtained free by writing or telephoning the Manpower Administration, U.S. Department of Labor, Washington, D.C. 20210. Requests for copies of other free publications listed should be sent directly to the source indicated at the following addresses: Bureau of Labor Statistics, U.S. Department of Labor, Washington, D.C. 20212; President's Committee on Employment of the Handicapped, U.S. Department of Labor, Washington, D.C. 20212, or the organization specified in the listing. Please enclose a self-addressed label with all requests for free publications. For publications not available free, write the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, and enclose payment.

The U.S. Industrial Outlook, 1973

U.S. Department of Commerce 500-page annual tells what more than 220 manufacturing and service industries did during the expansion of 1972 and gives economic forecasts for 1973 and projections to 1980. $6.50.

Employment and Wages

Manpower Administration quarterly with statistics on employment and wages of workers covered by State unemployment insurance laws and of Federal workers covered by unemployment compensation.

Benefit Series Service—Unemployment Insurance

Manpower Administration loose-leaf reference service that contains administrative and court decisions on major unemployment insurance issues and related material, by State. New case material issued monthly. Useful to persons working on appeals for unemployment insurance benefits and others interested in the unemployment insurance program. $5.00 (binders not included).

Manpower Research and Development Projects—1972 Edition

Second annual Manpower Administration 305-page catalog of research and development projects covering wide range of subjects. Organization of book has been changed so projects are arranged according to subject matters. Also gives guidelines for submission of research and development proposals.

Current Wage Developments

Monthly Bureau of Labor Statistics report summarizes in text and tabular form wage and benefit changes resulting from collective bargaining settlements and management decisions. Also has special reports on wage trends. Single copy 45 cents; annual subscription $4.50; foreign mailing $5.75.

Monthly Labor Review

Monthly magazine of the Bureau of Labor Statistics giving comprehensive coverage of entire labor field: Up-to-date information on impact of technological change, prices and living standards, employment and manpower, conciliation and arbitration, wages and salaries, industrial safety, industrial relations, contract clause analysis, and trade union developments. Includes statistics section and book review department. Single copy 75 cents; annual subscription $9.00, foreign mailing $11.25.

Occupational Outlook Quarterly

Illustrated periodical published four times a year by the Bureau of Labor Statistics for counselors, teachers, educators, parents, and others who work with young people; students; and people interested in finding or changing jobs. Provides current information on employment trends and outlook. Supplements and brings up to date information in "Occupational Outlook Handbook." Winter 1970 edition concentrates on health careers. Single copy 45 cents; annual subscription $1.50, foreign mailing $2.00.

Performance

Monthly magazine of the President's Committee on Employment of the Handicapped. Covers progress in nationwide program to provide employment opportunities for all handicapped workers, new promotional and educational ideas and activities for the handicapped, and latest developments in fields of rehabilitation and placement of the disabled.

A Career in Veterinary Medicine

A 10-page recruiting booklet on veterinary medicine, admission to veterinary medical school, student assistance, veterinary medical education, licensing, and job outlook. Specify DHEW No. (NIH) 72-313. Available from National Institutes of Health, 9000 Rockville Pike, Bethesda, Md. 20014.

Occupational Outlook Handbook 1972-73 Edition

Bureau of Labor Statistics 880-page encyclopedia of employment information provides up-to-date facts about the nature of work in 800 occupations and 30 major industries, including current employment, job prospects during the 1970's, education and training requirements, and earnings. Specify BLS Bulletin 1700. $6.25.

Manpower

Monthly magazine of the Manpower Administration. Covers broad spectrum of programs and developments in job training and employment, including efforts to aid the disadvantaged, upgrading, vocational education, research, and hiring of the physically and mentally handicapped. Single copy 50 cents; annual subscription $5.50, foreign mailing $7.00.

Your Rights Under the New Work Incentive Program

Manpower Administration booklet explains the Work Incentive (WIN) Program and answers more than a dozen questions about the rights of an individual after he has registered for the program. A Spanish version also is available.

Labor in the U.S.S.R.

Booklet includes the more important articles on labor conditions in the Soviet Union prepared by the Bureau of Labor Statistics since the July 1969 report on the same subject. Specify BLS Report 414.

Job Safety and Health

Monthly magazine published by Occupational Safety and Health Administration. Covers developments in industrial safety, with special reference to activities of States and Federal agencies. Single copy 40 cents; annual subscription $4.50, foreign mailing $5.75.

Employment and Earnings

Monthly publication of Bureau of Labor Statistics giving current national statistics on labor force, employment, unemployment, hours, earnings, and labor turnover; State and area statistics on employment by major industry division; and hours, earnings, and labor turnover for manufacturing. Data presented in summary, charts, and tables. Single copy $1.00; annual subscription $10.00, foreign mailing $12.50.

Labor Law and Practice in Foreign Countries

Bureau of Labor Statistics series provides background material on labor practices in foreign countries for U.S. businessmen, trade union and labor specialists, consulting economists, and students.

Great Britain, Specify BLS Report 409.

The Republic of China (Taiwan), Specify BLS Report 404. 70 cents.

Selected Earnings and Demographic Characteristics of Union Members, 1970

Bureau of Labor Statistics report presents estimates of labor union membership based on Bureau of the Census information. Provides detail not previously available on the industry, affiliation, occupation, race, age, and other characteristics of union members. Specify BLS Report 417.

manpower – word of many meanings

man·pow·er (man´pou´ẽr) - people, jobs, poverty, employment and unemployment, transportation, education, economics, housing, training, health services, upgrading, apprenticeship, research.

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It died on 1980 when we became the Virginia Employment Commission. Unfortunately, many people still think of us as the unemployment place with long lines of people waiting for unemployment checks. Nothing could be further from the truth.

Sure, we still pay unemployment insurance to people temporarily out of work. Like the $100,000 we recently rushed into Emporia when the Georgia Pacific plant was destroyed.

But that's just a part of our job.

What we really do, and do well, is find jobs for people and people for jobs. If you're an employer and need skilled people, we'll go out and find them, test them, train them and in some cases even pay you while they learn on your equipment.

We have a new computerized manpower location system called Job Bank. That's something like a multiple listing of job openings. It's in operation in Richmond and Norfolk right now, and is being installed statewide as quickly as possible.

With our new way of doing things, chances are we can fill your manpower needs right now. If we can't, or we send you someone who doesn't quite fit your needs, let us know about it, as our new employers' Hot Line.* It's manned by an officer with the authority to act on your needs.

Look at it this way. Since your taxes have already paid for this service, doesn't it make good sense to check with us first? The Virginia Employment Commission. For people who need people.

The Unemployment Commission is dead!

*Employers' Hot Line names and phone numbers: Richmond—Harold D. Wood, 770-4331 / Charlottesville—T. E. McAllister, 293-9104 / Warsaw—Norman T. Mothes, 333-3801 / Petersburg—Mrs. Adele P. Phillips, 733-2316 / South Boston—Cabell J. Pugh, Jr., 572-4288 / Pennington Gap—Sumner R. Pugh, Jr., 546-3810 / Emporia—John W. Nash, Jr., 348-2388

A public agency's image can have a major impact on the agency's effectiveness. That's why the Virginia Employment Commission embarked on a campaign to build understanding and acceptance of its work among employers and the general public. For a report on how this effort has fared and what it might portend, see *Telling the Employment Service Story* in this issue of MANPOWER.

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